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As did Lorton and Rikers Island, the Draper Education and Development (E&D) Project demonstrated the feasibility of operating a manpower training program in a correctional setting. However, it was demonstrated that education and training per se are not enough to effect the broad changes in inmates required for successful social adjustment. The project also demonstrated that a regular free-world manpower program should not be simply transplanted. Prisoners are a special group of disadvantaged persons; prisons are unique social institutions. Experiences in the Draper project show that successful implementation of a Manpower Development and Training (MDT) program in a state institution is contingent upon: (a) institutional attitude; (b) strong support of correctional management; (c) effective agency coordination; (d) staff training, development, and flexibility; and (e) effective public relations. This volume of the final report on the Draper E&D Project is written from an historical viewpoint in an attempt to synthesize the experiences which have shaped our thinking. A summary of recommendations is found in the final section. (AUTHOR)

THE
DRAPER PROJECT

FINAL REPORT

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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FINAL REPORT

to

THE UNITED STATES DEPARTMENT OF LABOR
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on

THE DRAPER E&D PROJECT

AN EXPERIMENTAL AND DEMONSTRATION MANPOWER PROJECT FOR TRAINING AND PLACEMENT OF YOUTHFUL INMATES OF DRAPER CORRECTIONAL CENTER AT ELMORE, ALABAMA

September 1, 1964 - August 31, 1968

by

THE REHABILITATION RESEARCH FOUNDATION
P. O. Box 1107
Elmore, Alabama 36025

Volume I

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This report is dedicated to A. Frank Lee, Commissioner of the Alabama Board of Corrections since 1960. (He served as Deputy Commissioner from 1954 to 1960.) Without his courage and cooperation and his willingness to innovate, the Foundation would never have been able to introduce the first systematic approach to rehabilitation of offenders into the Alabama prison system. He brings honor to his state for the national leadership he has provided in the field of corrections.

This report on a special manpower project was prepared under contracts with the Office of the Manpower Administrator, U. S. Department of Labor, and the Office of Education, U. S. Department of Health, Education and Welfare, under the authority of the Manpower Development and Training Act. Organizations undertaking such projects under Federal Government sponsorship are encouraged to express their own judgment freely. Therefore, points of view or opinions stated in this document do not necessarily represent the official position or policy of the Department of Labor or of the Department of Health, Education and Welfare.

FOREWORD

The Draper E&D Project began August 31, 1964. Much of its program design was based upon the findings of earlier experimentation with youthful offenders at Draper Correctional Center. The primary goal of the Draper Project--training, placing and following up offenders--was to demonstrate the feasibility of operating a manpower training program in a correctional setting. Through this program, the project administration hoped to ultimately reduce the high rate of recidivism in Alabama. As secondary goals, the project sought to individualize instruction, involve communities in the rehabilitation of the offender and disseminate its findings to correctional and educational personnel throughout the country.

The first year's contract set forth objectives of training, counseling and placing in jobs a minimum of 120 youthful offenders. Concurrent objectives included the development and dissemination of instructional materials and the followup of released trainees to evaluate the effectiveness of all aspects of the project. A renewal for a second year was sought to permit more data gathering and to refine the program according to the dictates of data collected during the first year of operation. When renewal for a third year was obtained, emphasis had shifted into the community where followup was mushrooming and efforts were being made by the project staff to achieve more specific community involvement.

During the entire three years of operation, findings were disseminated to all who sought information and assistance. In the third year, the U. S. Department of Labor asked the project staff to implement four regional conferences to disseminate the findings of its experimental programs in corrections: the Draper, Rikers Island, Lorton and South Carolina Projects.

This is Volume I, the first of a three-volume Final Report on the Foundation's fulfillment of its contracts with the U. S. Department of Labor. Volume I discusses reflectively several years of exciting and dynamic experimentation in the education and rehabilitation of public offenders. It is to be followed by Volume II, a technical manual which describes the total treatment process: recruitment, selection, training, counseling, job development and placement, community follow-through and evaluation. Volume III--"HOW TO with P.I."--describes the Foundation's systematic approach to the use of programmed instructional materials.

None of these volumes could have been written without the history-makers--the capable and innovative staff who were eager to discover new insights into the problems of educating and rehabilitating offenders; the trainees, themselves; the cooperating agencies; and the citizens in various communities whose support and participation were vital to the project's success. Nor could the final report volumes have been written without the dedication and commitment of a very creative team who sought to describe the project as a living organism.

In addition to A. Frank Lee, the Board of Corrections and members of our other cooperating agencies, I should like to express my deepest appreciation to the following people:

.....to Donna M. Seay, Program Director, whose resourcefulness and energetic leadership in proposal preparation, agency coordination, innovative training and broad dissemination for utilization has captured for the Draper E&D Project a national leadership role in manpower training for offenders.

.....to Paul W. Cayton, Supervisor of Counseling and Evaluation, subject-matter specialist and contributor to Volumes I, II and III of the final report; and to his counseling and evaluation staff: Walter Bamberg, W. H. Phillips, Courtney Crenshaw and James A. Graham, who conducted the Followup Study.

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.....to the RRF Board of Directors: Vera G. Bruhn, Dr. A. G. Gaston, Dorothy Altheimer, William C. Sturgeon, Earl C. Pippin, Raymond D. Fowler, Jr. and William Harrison and to its 67-member statewide advisory committee.

And finally, on behalf of the RRF Board, its Advisory Committee and staff, I would like to thank the Manpower Administration of the U. S. Department of Labor for the confidence they placed in the Foundation by funding the project and for the guidance they have given us in evaluating our efforts and in disseminating our findings on a nation-wide scale.

John M. McKee
Executive Director
Rehabilitation Research
Foundation

August 1968

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PREFACE

CRIMINALS SHOULD BE CURED, NOT CAGED*

What are prisons for? To reform criminals, replied 77% of Americans in a recent Harris Poll. But 80% of the nation's "correctional" employees merely guard 426,000 inmates in a hodgepodge of archaic institutions that range from adequate to appalling. Only 20% of the country's correctors work at rehabilitation. And 30% of all released offenders (75% in some areas) are reimprisoned within five years, often for worse crimes.

What eludes U.S. penology (from the Latin *poena*, meaning pain) is the basic recipe of effective punishment: speedy, inescapable prosecution, a fair chance for a fresh start, and state-upheld values that offenders can reasonably acknowledge as superior to their own. For one thing, 77% of reported U.S. crimes are never solved; many are never even reported. Thus, most caught criminals see their problem as bad luck rather than bad character. Indeed, such are the human mind's defenses that the guilty often feel innocent. Dostoevsky astutely depicts a would-be murderer viewing his act as "not a crime."

All the more resistant is the typical U.S. offender: a failed male youth who wears the outcast labels of slum dweller, minority-group member, school dropout, unsuccessful employee and law violator. Stripped of self-esteem, this loser compensates by hating and hurting life's winners. And the U.S. criminal-justice system all too often reinforces his contempt for society's values. If the suspect cannot afford a skilled lawyer, he is pressured to plead guilty without a trial. For the same crime, different judges hand out wildly disparate sentences.

Perhaps the most appalling aspect of all this is the fact that the number of crimes is increasing because the number of young people is growing, and they commit most crimes. Viewing this situation objectively leads to two basic conclusions. First, the U.S. is now spending $1 billion a year for corrections in ways that can only increase crime. Second, a dramatically different approach can decrease it--for the same money.

BARRIERS TO REFORM

The notion that imprisonment corrects criminals is a surprisingly recent idea. Before the 18th century, prisons were mainly used not to punish but to detain the accused or hostages--the debtor until he paid, for example. To combat crime, Europeans castrated rapists, cut off thieves' hands, tore out perjurers' tongues. England boasted 200 hanging offenses. When crime still flourished, reformers argued that overkill punishment is no deterrent. In 1786, the Philadelphia Quakers established incarceration as a humane alternative. Seeking penitence (source of "penitentiary"), the Quakers locked convicts in solitary cells until death or release. So many died or went insane that in 1825 New York's Auburn Prison introduced hard labor--in utter silence. Until quite recently, the U.S. relied almost entirely on the spirit-breaking Auburn system of shaved heads, lockstep marching and degrading toil in huge, costly, isolated cages that soothed the public's fear of escapes.

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*Time Essay, TIME, March 29, 1968, pp 40, 41. (Reprinted by permission from TIME, The Weekly Newsmagazine; Copyright Time Inc. 1968.)

The caging syndrome has crippled U.S. penology in every way. Because forbidding forts refuse to crumble (25 prisons are more than 100 years old), there is often no way to separate tractable from intractable men--the preliminary step toward rehabilitation. Of course barriers to reform go far beyond the limitations of buildings. It is ironic that only in Mississippi are married convicts allowed conjugal visits with their wives; sexual deprivation in other American prisons incites riots, mental illness and homosexuality. By using strong inmates to control the weak, authoritarian officials create an inmate culture that forces prisoners to "do your own time"--trust no one, freeze your mind, be indifferent. Roughly 80% of adult inmates need psychiatric help. But ill-trained, ill-paid guards are so concerned with security that treatment staffs can barely function. All American prisons have only 150 full-time psychiatrists, half of them in federal institutions, which hold only 5% of all prisoners.

Even humane prison officials are still generally paying mere lip service to "individualized treatment"--the new ideal of curing each prisoner's hang-ups and converting society's misfits to crime-free lives. In progressive prisons, to be sure, guards are taught to break up the inmate culture by friendly communication; inmates are classified in grade groups, promoted for good conduct and hustled toward parole. Indeed, the average stay today is 21 months; the average lifer exits in 20 years.

Yet all this usually amounts to what Penologist Howard Gill calls "bird shot penology." All the bands, baseball, radios and rodeos cannot gloss the fact that real rehabilitation is rare. Caging still outranks curing; short funds dilute short-stay effectiveness. And prison job-training is a scandal. Federal prisons do well; yet only 17% of released federal inmates find jobs related to their prison work. Most state prisoners get no usable training because business and unions have rammed through laws preventing competition by prison industries. At least one-third of all inmates simply keep the prison clean--or do nothing.

BUILDING COMMUNITY BASES

To attack the basic prison problem--isolation from society--the President's Commission on Law Enforcement and Administration of Justice advocates a drastic shift to "community-based corrections." Two-thirds of all offenders are already being supervised outside the walls, on probation or parole. But probation is still widely regarded as clemency rather than treatment; only one-third of American courts have reasonably adequate probation staffs. Burdened with over 100 cases apiece, plus pre-sentence reports for judges, many probation officers can give offenders only ten or 15 minutes, once or twice a month. To cut average caseloads to 35 per officer, the commission urges a quick and major staff increase--sevenfold in misdemeanor cases, which now too often turn jail graduates into prison felons.

There is no question that probation can be more effective than prison. In one experiment by the California Youth Authority, convicted juvenile delinquents were immediately returned to their homes or foster homes, where parole officers grouped them according to their special characteristics and then provided intensive treatment--tutoring, psychotherapy, occasional confinement. After five years, only 28% of the experimental group had their paroles revoked, compared with 52% of a similar group that was locked up after conviction. By giving 600 more delinquents such treatment, California avoided paying $7,000,000 for a new reformatory. Supervising adult felons on probation costs $200 a year, v. $2,000 for imprisonment, and about $13,000 per inmate to build new prisons. By tripling its probation staff in 1963, New Mexico cut its prison population 32%, now saves $4,000,000 a year in prison costs and welfare payments to prisoners' families. The whole prison ethos can be changed. Just as astronauts train by simulating space conditions, so prisons should be located right in the inmates' community, where a vastly augmented treatment staff could use local resources to help the offender identify with anticriminal people and succeed at legitimate work.

To reduce regimentation, says Criminologist Daniel Glaser, no prison should house more than 100 inmates, v. 4,000 in many of today's bastilles; small groups of tractable prisoners could live in Y.M.C.A.-type hotels or apartments. And prisons should exploit the ironic fact that mere aging is now the main cause of going straight. Since youths are the most defiant prisoners, they should be scattered among older, wiser men, not segregated as now. In a community setting, prisons can expand work-and-study furloughs, arrange part-time release programs with industry, universities and therapy groups such as Alcoholics Anonymous. At the federal penitentiary in Danbury, Conn., for example, Dictograph Products Inc. sponsors a training program for microsoldering hearing aids, hires the trained convicts after their release. Geared to problem solving, such treatment reconciles offenders with relatives, schools, employers. It is urgently needed in local jails, which should be integrated into state correctional systems. Under this concept, prisons would resemble hospitals; "punishment" would produce functioning human beings--the way to crime prevention.

SEARCHING FOR REINFORCEMENT

Crucial to such reform is a more rational definition of criminal behavior. For example, half of all county-jail inmates are in for drunkenness--something far better treated at public-health detoxification centers. In mass arrests of small drug pushers, police mainly cut supplies and raise prices, which addicts then meet by more thefts and burglaries. In New York City, the daily toll is almost $1,000,000, and addicts account for half the city's convicts. Not only are big suppliers untouched; a national trend to mandatory sentences and no parole or probation in drug cases is defeating curative efforts.

In general, sentences should be far more flexible. An American Bar Association committee recently urged maximum five-year terms, except for dangerous offenders.* But even with good pre-sentence reports, trial judges cannot predict whether x years will suffice. Some countries require written sentence opinions for higher-court review. American law should probably hand the job to penal experts. Federal judges already may send convicted persons to classification centers before sentencing; New York's bailpioneering Vera Institute of Justice is retraining such people for three months before the judge decides. In California, which leads the U.S. and most of the world in systematic penology, judges give indeterminate sentences, and correction officials then determine the offender's fate according to his well-tested possibilities. In 1966, only 7% of California felons went to prison. Of all state inmates, 20% actually work outside in 80-man forestry crews, saving California millions.

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*A seeming example: Winston Moseley, 33, convicted for the 1964 murder of Kitty Genovese, whose screams were disregarded by 38 neighbors in New York City. Now a lifer at maximum-security Attica Prison (the wall alone cost $1,275,000 in 1931), Moseley was recently hospitalized in Buffalo for a self-inflicted wound. Last week he escaped from the hospital, raped a housewife, terrorized the area until an FBI agent talked him into surrender. Whether or not Attica is the right place for Moseley, he obviously needs confinement.

Thus far, most American prison reform has focused on the traumas of release. The pacesetting federal system, which includes a no-wall unit at Seagoville, Texas, has institutionalized the "halfway houses" pioneered by religious groups to shelter ex-convicts seeking jobs. Intensive prerelease training at federal centers has cut some graduates' repeater rate by 15%. Texas boasts a remarkable six-week course at a relaxed center near Houston, where civilian volunteers (bankers, auto salesmen, personnel experts) teach felons how to get loans, buy cars, apply for jobs--things many never knew. Result: a repeater rate of 13.9%, down from 35% five years ago.

All this suggests that prisons are slowly absorbing a key lesson of modern psychology: desirable behavior is best induced by "positive reinforcement"--rewards rather than punishment. Thus, federal prisons and 24 states now use work-release schemes pioneered by North Carolina, where 12,000 select convicts have earned $10 million in ten years--even working as court reporters, while partly supporting their families, partly paying their prison keep and landing future jobs. At California's San Joaquin County Jail, one recent prisoner was an ex-airplane dealer who spent all day flying charter planes, duly landed for the night lockup. The big problem, though, is how to "reward" far less promising inmates. At the new federal juvenile unit in Morgantown, W. Va., one well-researched solution is to let delinquent boys loaf completely--or choose to work and study for "points" that pay off at a penny apiece. Earnings can hit $40 a week, cutting confinement time in the process.

Some critics argue that many of the new ideas still fail to solve the criminal's basic problem: his firm belief that society is wrong, not he. As critics see it, even the best prison is still a totalitarian society that spurs human resistance and reinforces the criminal's cynicism. In this view, the solution is getting criminals to reform themselves in the process of reforming other criminals. This approach has worked wonders in New Jersey with groups of 20 delinquent boys housed at Highfields, the old Lindbergh mansion. After working at daytime jobs, the boys spend evenings listening to a selected boy's woes--and then deflating his rationalizations. Nonviolence is enforced by an adult sitting quietly outside the circle; but things get rough, for no boy leaves Highfields until he has proved to both his peers' and the adult's satisfaction that he has mastered his hang-ups enough to attain a very practical goal--avoiding future arrest.

In 1964, North Carolina courageously put young felons into an open prison camp staffed entirely by group-therapy veterans--recently paroled California convicts. It worked, until the legislature nervously stopped the money. (The head parolee later became a professional penologist.) Several states profitably rely on Author Bill Sands *(My Shadow Ran Fast)*, a reformed California armed robber, whose Seven Step Foundation sends ex-convicts into prisons to counsel inmates and runs "freedom houses" to help releasees. Of 5,000 Seventh Step graduates so far, only 10% have returned to prison. An ex-New York prisoner named Hiawatha Burris has carved a new career persuading reluctant employers to hire ex-cons. With federal funds, Burris started Washington's Bonabond, a convict-run agency that has bonded and guided 441 men in new jobs. Bonabond has never had to pay off. Only 7% of its charges have been rearrested, none for crimes against their employers. Some employers now skip the bond and just take Bonabond's word.

"We might feel that in prison we've paid our debt," says Burris, "but we know the community doesn't think so. Doing time is not enough--we have to give back to the community." And that may be the most profound point. The goal of crime prevention can be reached partly by attacks on crime-breeding social conditions, partly by creating more efficient police and courts. But also vital is a new concept of mutual reconciliation between convict and community: the outcast must be allowed to earn his way back and thereby learn to believe in himself.

TOWARD SELF-RESPECT

Can prisons be abolished? Not quite: perhaps 15% of inmates are dangerous or unreformable. But Attorney General Ramsey Clark, for one, estimates that 50% of today's inmates do not belong in prison; removing them would sharply improve attention to the rest. And caging must go. It is scandalous that in the U.S. only about 2% of all prison inmates are now being exposed to any kind of reform-oriented innovation.

What most convicts really need is neither repression nor sentimental treatment as patients, but rather opportunity for restitution. Never was American prison morale so high as during World War II when the nation relied on convicts to work their heads off producing almost $300 million in war goods and food. Never was morale so low--and riots so rife--as when idleness returned after the war. On many occasions, prisoners have fought fire and flood with a zest and courage that amazed and won the communities they saved. As guinea pigs in countless medical experiments, they have voluntarily suffered malaria, cancer, syphilis and other ugly ills for the public benefit--and their own.

The key is self-respect: prisons are full of men who perhaps above all need a chance to serve society in order to respect themselves. When the law-abiding public accepts that fact, U.S. penology will be on the road to genuine rehabilitation.

MANPOWER TRAINING IN PRISONS*

A nagging conscience has finally faced facts about the things we need to do for public offenders. Words we have used for years suggest our good intentions. It was implied that reformatories would somehow "reform" those sent to them. In penitentiaries it was expected that some penance would take place--which means a change of heart as well as paying a price. But not nearly enough of either reform or deterrence has taken place.

To the sense of failure in handling our criminal problem in human terms is added our sense of the appalling waste of manpower and dollars that we can ill afford. Hence the determination to attack the problem in new and comprehensive terms. The particular effort of the Department of Labor in this attack is to improve occupational skills and to help place men in productive employment when they leave prison.

The Manpower Development and Training Act granted the authority to conduct experimental and demonstration projects in areas of special manpower problems and needs. Approximately three years ago, the Department of Labor began projects under this authority to give occupational training and counseling to prison inmates before their release and to provide job development and placement activities for them after their release.

The earliest projects were at the Lorton (Va.) Youth Center, a detention institution of the District of Columbia Department of Corrections; and the Draper Correctional Center, a state prison at Elmore, Alabama. A contract research training program was completed at Riker's Island, N.Y. Since that time projects have been funded in other states, such as South Carolina and Georgia.

Largely on the basis of this early experience, Congress authorized (in the 1966 MDTA amendments) an expanded 2-year pilot program to carry on this work. It was expected that, experiences gained in these programs would build the base for a comprehensive national manpower program in prisons.

The experimental and demonstration projects have had promising results. We have learned that it is possible to give good, intensive skill training in a wide variety of occupations. It is possible to give basic and prevocational education where it is needed as prerequisite to skill training. It is possible to develop jobs and place inmates at the time of parole or termination of sentence. The Federal bonding program, also authorized under MDTA, is an aid in placement.

Things we have learned to date have been encouraging. However, experience also demonstrates that it is wrong to think that there can be simple transplantation of regular manpower training into the prison situation. Prisoners are a special group of disadvantaged persons, and the prison is a unique social institution in which to operate.

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*Adapted from
Phillips, Charles W., "Manpower Training in Prisons." Rehabilitation Record, July - August, 1967, pp 34 - 36.

Special problems may arise in maintaining the integrity of the education and training program as such. Work programs of various kinds for prisoners have been around for a long time. The road gangs and rock breakers are well known images. The prison farm is hardly a training experience in vocational agriculture, and even if it were, the need for agricultural workers has been in steady decline for years.

Prison industries are not permitted to compete in commercial markets, and therefore are often of such a type that what is or may be learned in them is of little use to a man when he gets out. Prison maintenance tasks occupy many inmates, usually far too many. Thus in addition to the absence of systematic training and the consequent acquisition of only partial skills, there is developed a habit of inefficiency which outside employers cannot afford. There are many other problems, including the fact that work habits sustained chiefly by externally enforced discipline are not the same as good work habits developed through internally motivated responsibility.

An education and training program for prisoners must have the freedom to do the kind of job it would do on the outside. It must not be diverted to prison work, nor have its classes raided for that purpose.

This is not to suggest that prison administration has shown any considerable opposition to this ideal. In fact many wardens and commissioners of corrections are in the vanguard helping to fan the winds of change. But long habit and the laws in many places that require prisoners to earn a large share of their own maintenance present problems to be worked out carefully in establishing the education and training program.

Educators and trainers also must learn some things about operating within a prison. The first and foremost charge to prison administration is the maintenance of security. It has to be firm even if it isn't heavy handed. Outsiders may not understand the reasons for sound practices in this area. Educators and trainers, who are usually outsiders, must learn the facts of life about the prison subculture or "contraculture." This is a value system, embodying a rigid code of ethics or honor, however inverted, that makes for all kinds of subtle arrangements in operating anything in a prison. At critical points security requires a control by direct discipline. But in many areas it must be confronted by what is best called negotiation. This is both a frustration and a challenge to educators as well as to all other prison personnel. All must work together in a mutuality of cooperation and learning.

Occupational skill training may be considered to be directly rehabilitative in itself. If a man has dropped out of school at an early age and has had successive imprisonments since his early teens, he has not learned any acceptable means to be economically competitive and self-supporting. Rather, in prison he has learned more about the nonacceptable means of getting money and is highly tempted to use the chief kind of knowledge he has. Therefore to give him a job skill in an occupation for which there is a demand for workers will help to motivate him to "make it" on the outside.

Nevertheless, it would be absurd to claim that education and training are the sole components of rehabilitation. A concept of self and a life style must be changed. Different expectations and new motivations must be developed. And postrelease supports other than job development and placement must be provided. Even with the best of preparation, the free world is hard to take. Stresses which ordinary people have learned to take in stride may cause the recent emigre from prison to press the panic button in an erratic action which sends him back to prison. The first 90 days out appear to be particularly crucial.

The many services within both the institution and the community which are required to rehabilitate offenders cannot be provided by a single agency. The services of at least five major agencies--corrections, vocational education, employment service, pardon and parole and vocational rehabilitation--are essential to a total rehabilitative approach. A significant example of how one of these agencies reinforces a manpower project may be seen at Draper Correctional Center in Alabama. Within the last year the State Vocational Rehabilitation Service has assigned a counselor to work full-time at the prison. He works with the staff of the manpower project, but he can bring to bear an array of other services--notably those of a clinical psychologist--when these are called for. Vocational rehabilitation can and does continue to provide an additional arsenal of support when the prisoner gets out and starts his trek towards getting a job, holding it, and becoming a responsible citizen. There is good reason to believe that the cooperation developing at Draper is accomplishing more than either program could do alone.

Although much has been learned about agency cooperation, it would be as unwise as it would be premature to form a rigid pattern of guidelines in this developmental area and risk foreclosing opportunity by inhibiting imagination and flexibility. The differences in prisons, in available State resources, in the need for much more experimentation to fill gaps in our knowledge, and other factors, will result in different kinds of programs and patterns of interagency cooperation.

In a recent address to a correctional training conference at Draper, Dr. Joseph Colmen, Deputy Assistant Secretary for Education in HEW, stated the range of the cooperative necessity: "(These groups), corrections, pardon and parole, vocational education, vocational rehabilitation, and the employment service, are the primary 'inner five' that must hang together, if their programs for prisoners are not to hang separately...these must in turn seek support from and be a communication to a wider community structure."

Dr. Colmen concluded: "That small part of it about which we (the five named groups) can do something new stands before us as a challenge and a hope. It is now for us to tackle that small piece in the jigsaw while other institutions of our society tackle others, in education, civil rights, housing, poverty, so that in the end we will see the final beautiful picture--every man with opportunity to live the full, productive, satisfying life for the benefit of all."

OVERVIEW

OVERVIEW

The Rehabilitation Research Foundation (RRF), under Contract #82-01-07 (-36) with the Manpower Administration of the U. S. Department of Labor, has conducted for the past three and one-half years an experimental-demonstration project for youthful offenders imprisoned at Draper Correctional Center, Elmore, Alabama.

Draper is located approximately 25 miles from Montgomery. It handles all levels of security and holds in custody an average of 625 males. At the time the E&D project was proposed in March, 1964, it was estimated that 70 percent of Alabama's youthful first offenders became repeaters after they left the center. This fact appeared to be correlated with another: eight out of ten parolees were untrained to hold a skilled occupation.

Funded under the Manpower Development and Training Act and designed to train youthful offenders in marketable skills, the E&D project sought to make use of a variety of then new educational techniques which showed promise of reducing training time. Vocational counseling was to be used in selecting inmates for training. Determination of the proximity of parole review dates to completion of training was to be a screening device. Skill training in one of seven trades was to be complemented with remedial instruction in basic communication and computational skills and special courses in personal, social and business relations. A job development, placement and followup service--one of the chief experimental features of the project--would assume final responsibility for placing the trained, released inmate "on-the-job" and for making every effort to keep him there.

The Foundation operated under the jurisdiction and with the support of the Alabama Board of Corrections. (This agency served as the original contractor until May of 1965 when the Foundation was formally incorporated.) The Manpower Development and Training E&D Project operated under the administration and supervision of the State Division of Vocational Education and the State Employment Service. Although not contractually involved with the project, the State Board of Pardons and Paroles and the State Division of Vocational Rehabilitation played major roles by assisting the Foundation in carrying out the overall operations, in refining the various approaches to rehabilitation and in expanding the services available to Alabama prisoners.

DRAPER: ONE OF THE NATION'S THREE EXPERIMENTAL PROJECTS

The Draper E&D project was one of three original experimental projects in the nation instituted by the Manpower Administration of the U. S. Department of Labor to test the feasibility of manpower training in correctional settings. Like the other two (at Rikers Island, New York, and Lorton, Virginia), the Draper Project was designed to demonstrate that the provision of training and related services would render the institutionalized offender employable upon release and hopefully would reduce the rate of recidivism.

There were a few design variations in the three original projects. The Draper Project was to be operated within the framework of a state prison system. The experimental projects at Rikers Island and Lorton functioned in a city jail and a federal prison, respectively. Another difference was in the type of training offered. Rikers Island offered training which could be considered prestigious--to demonstrate the possibility of upgrading employment opportunities for inmates--while the other two trained inmates for entry-level performance. Both Draper and Lorton offered a large variety of trades. Lorton's use of VISTA Volunteers in its second project was comparable to Draper's College Corps program in that both were experiments in the use of non-professionals in a correctional manpower program. The major difference in the job development, placement and followup components of the three projects was directly related to locale. Draper's component dealt with problems peculiar to a state which is making the transition from a rural to an industrial economy. The other two coped with the complexities of very large cities and heavily populated industrial areas. Perhaps the most distinctive difference in the Draper Project and the other two was Draper's systematic approach to the development and use of programmed instructional materials. The following are other significant differences:

■ The role of the Warden

In planning for the MDT project, the nucleus staff drew heavily upon the theories of the Warden of Draper Correctional Center, John C. Watkins. His studies in sociology and anthropology and his experiences in penology had led him to identify and describe Draper's "convict culture"*--a sub-culture which he believed would work to thwart any effort to rehabilitate its members. The Warden served as a consultant throughout the life of the project and frequently, with the assistance of project staff, tested his theories in small, sub-experiments. He encouraged the project to accept inmates with major behavior problems, on an experimental basis. Acceptance of such trainees complicated contractual requirements and selection criteria but gave the entire staff more insight into the philosophy the convict brought into the training program and the behavioral patterns he was likely to exhibit. The Warden's continuing interaction with project staff and parole officers to develop further or redirect his theories of rehabilitation of the offender was continually beneficial to those who sought to apply behavior modification principles in the institutional program and in the community.

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*"The concept was not a new one to sociologists and did not originate with Watkins. As early as 1940, criminologist Donald Clemmer described a 'living community' within the prison walls that he termed a 'prisonization culture.' Clemmer's thesis was in turn based on sociologist Robert Merton's concept of 'anomie,' a social situation which contains no norms and is in conflict with the other norms of the governing body. Other sociologists gradually came into agreement with the Clemmer-Merton viewpoint, but made few attempts to put it in to practical use in prison work." Wolfe, Burton H. "Reshaping Convict Behavior," Think, Volume 32, No. 5, p 26.

- The project's relationship to a forerunner experiment

  The MDT project's relationship to an experimental-demonstration project,* conducted by the Foundation in the same institution and dealing with essentially the same population, permitted the application of earlier research findings to an actual training situation. The MDT project's unique feature--the development and use of programmed instructional materials--and at least three additional features were proposed as a result of the earlier findings:

  - The adaptation of traditional teaching materials and/or new materials for use with an adult, disadvantaged population to facilitate training and to speed up training time
  - Complementing skill training with intensive counseling, basic education and training in personal, social and business relations as well as with a job development and placement service
  - Conducting followup evaluation to assess ways of improving both the training and the programming service in the ongoing program and to insure placement and guidance of released trainees. Ultimately, disseminating both training materials and procedures for their use to correctional and public educational institutions.

- The project's catalytic role in coordinating local, state and federal agencies with other institutional and community services

  Because the Foundation's operation of an MDT program in a state prison setting was without precedent, many problems were encountered in coordinating services with local, state and federal agencies. Thus, the Foundation has laid the groundwork for others in planning, organizing and implementing manpower programs in correctional settings. And, because of its approach to agency coordination, the Foundation has served as a catalyst to bring the efforts of previously uninvolved public and private agencies directly to bear on the task of helping inmates become employed citizens.

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*National Institute of Mental Health Grant #s MH-00976-01 and MH-00976-02.

■ Limitations imposed by the prison system's having to earn most of its support

> Obligations of the prison system to earn 72 percent of its maintenance cost restricted the total MDT program operation in various ways. For example, recruitment could not be extended to include eligible men in road camps, and recruitment frequently was restricted to a pool of hard-core offenders.

Implementing the Project

The original contract called for training, counseling and placing in jobs a minimum of 120 youthful offenders. Concurrent objectives included the development and dissemination of instructional materials and the followup of released trainees to evaluate the effectiveness of all aspects of the project.

During the first year of the project, attention was given largely to agency cooperation and coordination, identification of the problems of implementing a manpower program in a prison setting, operation of the training program and initiation of job development and placement activities.

Emphasis Shifted to Community

As the second group of graduates were released, the followup component, which had involved all staff willy-nilly, changed direction, and the work load mushroomed to the extent that a followup counselor had to be added. The project was committed to an identical training, placement and followup program for the second year, but the ratio of trainees per counselor (not counting all other staff who served in sporadic, quasi-counseling roles) had grown from an initial 40:1 to 60:1 with community supportive services requiring much of the counseling staff's time. It was the nature and growth of the followup program which led us to propose a community sponsorship program by the end of the second year.

Our third year proposal again requested approval of the ongoing program but included yet another counselor whom we hoped would also be able to plan and implement a formal Community Sponsorship Program. Simultaneously, our dissemination plans took a new direction and began to claim more time and attention, since it required involvement of the entire staff. During the third year, we continued to use followup data as the basis for modifying the ongoing program to meet individual needs of trainees.

Our Record

Feasibility

The Draper MDT E&D Project has demonstrated that manpower training can be effectively carried out with a prison population. Three hundred thirty-one prisoners have completed training. More than 290 graduates have been released and placed in jobs--79 percent in training-related jobs.

Recidivism

Approximately 70 percent of the trainees were recidivists when they entered the E&D program. So far, only 25 percent of all graduates have recidivated.

Economic Impact

The graduates who are free are earning a living and paying taxes—some for the first time in their lives. Based on followup data obtained from 150 trainees, the average income is $1.75 per hour, or $3,640 per year. Annual taxes (city, county, state and federal) are estimated to be $546 per man, or $81,900 for all trainees who are free and working. In addition, the public has been relieved of the burden of their upkeep in prison, a cost estimated to be $1,200 per year per man, or a total of $180,000.

Individualized Instruction

The E&D project developed an individualized learning system with programmed instruction as its core. With this system, the project demonstrated that trainees in basic education averaged a gain of 1.4 grades on standardized achievement tests after receiving only 200 hours of instruction. Some trainees increased their grade placement scores as much as 3.9 in this same length of time. A total of 72 trainees out of 80 who were administered the GED Tests for Certificates of High School Equivalency passed.

Another feature--a sort of spinoff from our basic education program--was a systematic way of motivating students to achieve in the academic program. Learning contingencies were manipulated and controlled to achieve maximum learning. The system of incentives and rewards we used has been described in several professional papers. (Clements and McKee, 1968, in Section V, Chapter VI.)

The project's materials development staff prepared 34 programmed lessons in an effort to further individualize occupational training. Each lesson requires an average of one hour for completion by a student. The lessons may, however, represent several hours of lecture and demonstration on the part of an instructor, particularly if they are used in a program where students are allowed to progress through training at their own rates. These lessons provide uniform instructional content and have been shown to teach disadvantaged students with ease and thoroughness.

Counseling and the College Corps

Another feature of the E&D project was the use of counseling and clinical psychological services in an MDT program for prisoners. While all trainees required some counseling, the majority needed intensive counseling and a few required extensive diagnosis and treatment. We found counseling to be the process which melded all components into a total treatment program.

A feature drawn from earlier experiments at Draper was the employment of college students as instructional and counseling aides. The involvement of a total of 25 students brought 10 colleges and universities close to the program; 20 percent of the college students received course credit for their work at Draper. After graduating from college, at least one-third of the students have gone into correctional or related careers. The college students related effectively and therapeutically with inmate trainees and provided the project an economical and competent source of staff.

Employment and Followup

Two hundred thirty employers hired graduates of the project; 30 hired more than one man. Every trainee who requested job development and/or placement assistance received it, despite a ratio of one Job Development and Placement Officer to 60-90 trainees. While friends and families were occasional sources of jobs, 203 of the 290 released trainees were placed in jobs which resulted directly from job placement activities.

Related job placement services included bonding and, in cooperation with Tuskegee Institute, the Labor Mobility Project. The MDT E&D Project participated in the experimental, federally-funded bonding program. Thirteen graduates have been bonded under this program; no claims have been initiated against any of them. Although only about five percent of our released graduates have utilized bonding services, there is strong evidence that we are able to place many men in jobs simply because the bonding is available.

The Labor Mobility Project, which provides relocation monies for a man and his family, has provided 78 graduates with a total of $7,136.50 to buy tools and equipment, to relocate families and to provide security until the first pay check comes in. This Foundation is now conducting a study designed to measure the impact of the Labor Mobility Project on a number of factors in the lives of its target population.

We have provided community followup services to our graduates. These services include job upgrading, new jobs, counseling, and referral to other community resources for help and additional training. Followup counselors have made over 1,205 visits to or on behalf of our graduates.

Agency Cooperation

We have developed successful patterns of agency coordination, particularly with the prison system, the State Board of Pardons and Paroles, the State Divisions of Vocational Education and Vocational Rehabilitation and the State Employment Service. All have given strong support to our program. The Parole Board not only assists in the community followup program but also gives parole consideration to inmates who successfully complete our courses. Vocational Rehabilitation has provided services to eligible trainees before and after release. A significant aspect of the project's impact has been that it has served as a meeting ground from which many previously uninvolved public and private agencies could bring their efforts directly to bear upon helping prison inmates to become employable and employed citizens.

Community Involvement and Dissemination

We have sought to involve the general public in our rehabilitation effort. For example, over 32 volunteers from businesses or professions have served as guest instructors in our personal-social skill development and distributive education classes. Over 1,800 people have visited the project, including many high school and college classes. The families of over 260 trainees have visited or written letters to the project. We have released 65 news stories and fulfilled 165 speaking engagements.

We have conducted four national dissemination conferences, which were attended by some 650 people from 50 states, the District of Columbia, and Guam. Followup requests for workshops have been received as a result of the Dissemination Conferences. At least 10 such workshops have been conducted at Draper. Staff have visited other sections of the nation to conduct requested workshops. For example, the California Youth Authority requested that we train 50 administrators in the use of programmed instruction.

Over 550 professional visitors have toured the project; 200 of this number received formal training from our staff in one or more facets of the program. Finally, our dissemination activity has included the writing of some 48 professional papers for which we have filled 1,484 written requests. Over 13,138 pieces of literature and papers about our program have been distributed.

Although the E&D manpower training project conducted by the Foundation over the past three years has made significant progress, many problems were encountered which were not solved. Since it is the function of a pilot program to delimit areas in which further experimental studies are indicated, a summary of our problems and their relationship to social and employment restoration will explain the kinds of problems which need to be investigated.

Problems to be Investigated

In the cases of recidivists and other graduates whose adjustment to the community has been only marginal, there is evidence that we failed to intercept the forces of the "prison contraculture" which militate against rehabilitation. We suspect that it was not only deficiencies in the MDT program but also factors within both institution and community which contributed to this failure.

The Institution:

Duality of Environment

At Draper, it was possible to isolate inmate trainees from the total population only during training hours. At the end of the training day, our students returned to the prison proper to mix with nearly 600 other inmates, most of whom were not in a rehabilitation program. This dual environment created many problems for the trainees and the project staff. Even had the trainees been totally isolated from other prisoners, their isolation from the outside community hampered our efforts to prepare them to cope realistically with the problems they would ultimately face. In an institutional program, it is almost impossible to predict, much less simulate the community forces which may evoke the maladaptive behavior of a released offender. We recognized that the inmates' living in both the institutional environment and the training environment, which is artificial when compared to the events of the "real" world, complicated the training task. Yet, we were unable to deal vigorously with these problems because there is not enough knowledge upon which to base a plan of action.

Trainee Involvement

We were aware that many inmates applied for training to avoid undesirable work assignments or as a means of getting out of prison sooner. By accepting such applicants, the staff set itself the task of guiding the inmates to establish new goals and to commit themselves to them. The related task of motivating them to achieve goals would be a major one. For this task, we failed to devise a systematic, coordinated approach to getting inmates involved in their own behavior change.

The MDT Program:

Project Staff

In retrospect, the fact looms large that many staff members did not understand or accept the experimental nature of the project. We now know that specific orientation to the goals of the program is not enough. To ensure that there are common goals, all of the staff must be involved in setting goals and in planning means to achieve them. This must be a continuous process as new concepts evolve from experience, solutions are proposed, and changes in direction result.

Inflexible Scheduling Into and Out of Training

Our contract committed us to release the trainee as soon after training as he became eligible, regardless of his social and emotional readiness. This was done reluctantly, especially when we were convinced that our intervention had failed to win the trainee away from the convict culture. Inflexible scheduling of inmates into and out of training required by our training agreements left us no alternative.

Individualization

Contingent upon the inflexible training schedule was another major problem: that of providing a program which would deal more effectively with individual differences of trainees. Differences in academic achievement levels, work experience, aptitude and interest, as well as differences in parole or release dates, environmental and economic backgrounds, personal, educational and vocational goals, types of crimes which affect employment possibilities, etc., were all factors which needed consideration if the program was to meet individual employability needs of each trainee.

The project developed a successful individualized learning system for the academic component, and a group approach to changing personal-social behavior proved relatively successful for some trainees. However, we did not work out criteria for measuring personal-social skills of the individual trainee. Consequently, we were unable to systematically diagnose the need for behavior change on an individual basis.

The Community:

Employment Problems Only Partially Solved

Although the project demonstrated its ability to obtain the cooperation of employers in hiring trained parolees even where previous hiring practices had excluded the ex-convict, the problems of barriers to employment--particularly to advancement in employment--were not fully explored. We met with some of the barriers, and we overcame some of them. For example, we helped to forestall legislation imposing a statewide ban on the licensing of felons as barbers. We did not, however, mount a full scale attack on the barriers because we lack documented evidence of their extent and nature.

Community Crises

There were cases in which parole supervisors and followup staff successfully intervened when graduates faced crises in the community. These cases led us to believe that most graduates needed ready access to a respected citizen with whom they had already established a relationship. Unfortunately, incidents critical to the graduate's adjustment in the community frequently occurred at times when parole or project followup staff, both undermanned in terms of graduates' need for assistance, were not readily available.

Our experience with a community sponsorship program was designed to help the less-than-ready-for-release inmate who was likely to fail when left to his own resources. It proved to be unrealistic to expect volunteer sponsors to be able to devote the amount of time required to cope with the various and frequent crises which arose in the lives of many graduates.

Proposed Solutions

Our recommendations for resolving many of these problems constituted our original proposal for "A Differential Treatment Program for Alabama Prisoners" submitted under Section #251 of the 1966 Amendments to the Manpower Development and Training Act. The evaluation of the proposed #251 program and the investigation of certain other problems which we believe to exist are proposed for study under a subsequent proposal to the U. S. Department of Labor for an Experimental Manpower Laboratory.

Summary

As did Lorton and Rikers Island, the Draper E&D Project demonstrated the feasibility of operating a manpower training program in a correctional setting. However, it was demonstrated that education and training per se are not enough to effect the broad changes in inmates required for successful social adjustment. Education and training can be rehabilitative when they are a part of a systematic approach to human development which includes realistic preparation for the world of work, tailored job development and placement and development of community support.

The project also demonstrated that a regular free-world manpower program should not be simply transplanted. Prisoners are a special group of disadvantaged persons; prisons are unique social institutions. Experiences in the Draper project show that successful implementation of an MDT program in a state institution is contingent upon

Institutional Attitude

Will it permit prisoners to become available 40 hours per week, six months to a year before release? Will the institutional attitude reinforce or negate the MDT program efforts?

Strong Support of Correctional Management

Will the correctional administration assure that inmate training is not subordinated to productivity or maintenance?

Effective Agency Coordination

Will decision-making persons from the five primary agencies that may deliver manpower services to prisoners--corrections, vocational education, employment service, pardon and parole and vocational rehabilitation--cooperate in planning, coordinating and carrying out the total program?

Staff Training, Development and Flexibility

Will staff be willing to participate in intensive training to become informed about policies, regulations, procedures and legislation which affect the inmate? About the characteristics and needs unique to an inmate population? Will staff be willing to serve as role models, be able to relate to trainees in such a way that trainees can identify with them and through them with the world of work? Will staff be receptive to new approaches, curricula and educational materials tailored to meet the demands of the prison setting and its population?

Effective Public Relations

Will both manpower and custodial staffs create community interest in, understanding of and commitment to the project goals? Will the project staff and the custodial staff reflect the same objectives to members of the community? Will their enthusiasm and support of the program lead members of the community to become involved in both the institutional and the community aspects of the program?

The ultimate test of any rehabilitation program's effectiveness is its capability to reduce recidivism. This test, however, cannot be the only one applied to an experimental project. Since such a project's mission is not so much the reduction of recidivism as it is the discovery of factors which contribute to recidivism, its approach must be one of developing and trying out the measures or combination of measures believed capable of achieving the ultimate goal. Nonetheless, the Draper project has demonstrated that a manpower Development and Training Program does affect recidivism. The fact that the project's trainees have a lower rate of recidivism than one would predict for a similar group without training leaves no room for complacency, however. Our findings only raise more questions:

What characteristics of the ex-inmate contribute to his recidivism? How can they be modified?

What are the factors in the community that contribute to recidivism? How can they be controlled, modified or eliminated?

Is it more desirable for the released inmate to stay on a specific job than it is for him to search for a more desirable one?

What types of employer roles and support make a difference in the released inmate's staying on the job?

Is there a critical difference in employers which helps to stablize the released inmate's employment?

The answers to these questions should help to identify the factors critical to an effective manpower training program for prisoners. Admittedly, there is a trend towards community-centered programs for offenders. Work-release programs now operating in states such as North Carolina and Connecticut permit certain types of imprisoned offenders to work in the community during the day. They return to the institution only for the evening hours. Other community programs, such as those operated by the State of California provide community treatment for the offender following release or as an alternative to incarceration.

As indicated by our shift of emphasis to the community during the second year of the project, we are in agreement that community-centered programs appear to be capable of solving a multitude of problems encountered in operating an institutional manpower program. Community resources to which trainees can be immediately referred are at hand. Trainees would be available for personal job interviews. Training arranged through regular, ongoing manpower or OJT programs would offer the trainee a wider choice of occupations. A multiplicity of benefits would accrue, creating a total rehabilitative atmosphere in which staff would be on hand on a 24-hour basis to trouble-shoot with socially and emotionally immature trainees who find transition from prison to community too demanding. But there remains the question of practicality: How realistic are community-based programs for the majority of correctional systems in the nation? For the time being, it must be assumed that a majority of programs for prisoners will be institutional. It is on the basis of this assumption that most of our findings and recommendations are relevant to others.

This volume of the final report on the Draper E&D Project is written from an historical viewpoint in an attempt to synthesize the experiences which have shaped our thinking. First, for the reader with little time, there is a fact sheet which presents our accomplishments in statistical form. While the fact sheet is a digested statement of accomplishments it is limited to that and gives little in the way of the historical evolvement of experiences and recommendations. A summary of recommendations may be found in the final section of the report.

The remaining chapters of this report are for readers who wish to see the Draper Experiment in its various stages of evolution. Section I, The Project Setting, describes the Alabama Prison System in general and Draper Correctional Center in particular. Both the physical environment of the E&D project and the experimental climate in which the project was conceived are described. The reader is also introduced to the three people who were largely responsible for the Draper E&D Project: John Watkins and his theories of a "convict culture," John McKee whose interest in behavioral science led to a testing of the reinforcement theory, and Donna Seay, an experienced and willing-to-innovate vocational educator.

Section II follows up Section I's introduction of the "convict culture" by describing the physical, psychopathological, educational and emotional characteristics of the trainee population. Section III broadly delineates the E&D Project design. Section IV describes the educational technology which has undergirded the Draper Experiments by seeking to apply the principles of behavioral science in meeting the needs of individual trainees.

Section V gives an overview of the total treatment program and describes the Counseling, Occupational and Supportive Training, Job Development and Placement and Followup components. The conclusion to Section V is an evaluation of the total treatment program, based on a followup study of 228 graduates.

Sections VI, VII, VIII will be of interest to administrators concerned with Agency Cooperation and Coordination, Civil Rights and Staffing and Staff Development.

Section IX is a comprehensive report on the use of college students as paraprofessional staff members and as role models for inmate trainees.

Section X reflects the nationwide dissemination of project findings. Both broad and specific recommendations are included in those sections which lend themselves to this treatment. Recommendations are summarized in the final section, XI.

THE DRAPER PROJECT

FACT SHEET

June 1, 1968

Operating Agency:

Rehabilitation Research Foundation
P. O. Box 1107
Elmore, Alabama 36025

Project Began: August 31, 1964

Project Completed: February 28, 1968* (Institutional Phase: December 15, 1967)

Total Funds Expended: Joint funding by the Office of Education, U. S. Department of Health, Education and Welfare and the Manpower Administration, U. S. Department of Labor--($1,023,474.96)

Features:

Development and Use of Programmed Instruction
Multi-Occupational Training, Counseling, Job Placement, Followup and Development of Community Support for Youthful Offenders in cooperation with the Alabama Board of Corrections, Division of Vocational Education, Employment Service, Board of Pardons and Paroles and Division of Vocational Rehabilitation
Nationwide Dissemination of Findings
Use of Paraprofessionals

Location:

Draper Correctional Center
Elmore, Alabama

Statistical Data:

Applications for Training..................		980
Trainees Enrolled..........................		392
- Graduated................................	331	
- Dropouts.................................	61	
Waived Early Parole to Complete Training..		57
Gave up Good Time to Complete Training....		9
Graduates released (1 graduate deceased)..		290
- Paroled..................................	230	
- Completed Sentence.......................	60	
- Holdovers................................	14	
Holdovers resolved.........................		90

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*Extension to: August 31, 1968

Placed in jobs		276
- Training related	218	
- Non-related	58	
On jobs at current time**		230
Employers hiring 1 trainee***		361
Employers hiring 2 or more trainees		23
Graduates returned to prison or jail		72
- Technical Violation	35	
- Committed New Crime	37	
Graduates reincarcerated and re-released		12
Individualized Instruction:		
Highest Grade Gain per student in 208 hrs.		4.8
Students passed GED Test for High School Equivalency Certificate		72
Lessons developed		34
Lessons ready for field test	15	
Lessons ready for individual tryout	5 (1 pkg.)	
Lessons under analysis	3 (2 pkg.)	
College Corps Program:		
Number who received experience		25
Now in:		
- Graduate and Undergraduate Work	10	
- Correctional Work	3	
- Educational Work	3	
- Military Service	6	
- Social Work	3	
Dissemination:		
Total Visitors		2,088
- Tours and Orientation	1170	
- Tours, Orientation and Consultation	302	
- On-Site Training, Informal	4	
- On-Site Training, Formal	26	
- Regional Dissemination Conferences	650	
- Presentations and Workshops, Off-Site	98	
Number Publications Distributed		13,138
Number persons requesting Publications		1,484
Speaking Engagements Fulfilled		165
Professional papers written		48
News releases prepared		65
Press kits distributed		165
Letters written on behalf of students		700

**non-recidivists plus recidivists who have been re-released

***Some trainees were hired by as many as three different employers

SECTION I

THE PROJECT SETTING

THE ALABAMA PRISON SYSTEM

The Alabama prison system is governed by a five-member Board of Corrections which appoints the commissioner (currently, A. Frank Lee) as its executive officer. The prison system is administratively independent of the parole system.

Alabama's 4,200 state prison inmates are 97 percent male, three percent female. Sixty-five percent are Negro. Sixty-seven percent of all inmates are sentenced for offenses against property--burglary, grand larceny, robbery, forgery, etc. For all crimes, men are sentenced to an average of 9.5 years, women to 8.4. The average time served, however, is three and one-half years for men, three years for women.

From the Central Classification and Receiving Center, women prisoners are sent to Julia Tutwiler Prison. Male offenders are assigned to one of two maximum security prisons (Atmore and Kilby), the youth center (Frank Lee), the trusty barracks, the cattle ranch, road camps, or to Draper Correctional Center, a prison which handles all levels of security.

DRAPER CORRECTIONAL CENTER

Draper Correctional Center is located on a 3,200 acre reservation 25 miles north of Montgomery. Completed in 1939, Draper was the first reformatory-type institution for adults in the state. At the time it was constructed, it was considered to be a step forward in prison reform.

Draper's administrative staff consists of a warden, deputy warden, classification officer, captain of the guards, and a chief clerk. Supervisory personnel include a steward, a laundry superintendent and a farm supervisor. There are 83 custodial officers (guards) who work in three shifts. All staff members are State Merit System employees.

The institution was built to house 650 prisoners, but it can accomodate up to 800 and has had to do so on occasion. However, the average population ranges from 600 to 650. The prison is fenced with an 18-foot chain link cyclone fence with five guard towers. There are four cell blocks arranged in dormitory style and equipped with double-decker beds. Food is served cafeteria style. There is a gymnasium which is used for recreation, movies and other activities. Laundry facilities within Draper serve all the state's penal institutions except the road camps and Julia Tutwiler prison for women. The only other industry at Draper is farming.

Located in the rear yard near Tower 4, and substituting for the lash which was outlawed in 1952, is a ten-cell isolation unit. When a prisoner violates a rule, he is brought before a disciplinary board which is made up of three prison officials. If the board believes the violation is serious enough to warrant severe punishment rather than intermediate measures or reprimand, the inmate may be placed in punitive isolation and, with a physician's consent, fed a non-palatable diet for from one to 21 days. Prisoners seldom remain in isolation more than three or four days. To a great extent, the disciplinary board uses probation, minor punishment, and suspended sentences rather than isolation.

In 1962, an area above the recreation cell was remodeled by inmate-students. The classrooms and offices in this area were used by the Experimental Academic Project.

When the obsolete cotton mill in the industrial area (adjacent to the prison yard) was sold in 1952, the building was renovated and used for a time for small industries such as shoe repair, mattress factory, carpentry and printing. When the Draper MDT E&D Project began in the fall of 1964, this area was again renovated and now houses Draper's E&D Projects with the exception of the auto service station, bricklaying, barbering and prevocational classes.

The State Trade School which began operation in 1966 is also housed in this area. This school, which serves approximately 160 inmates a year, will be moved to another institution by the spring of 1969.

In Alabama, the state appropriation to the prison system is not sufficient to meet its operational needs; consequently, the system must use its inmate manpower to close the gap. Since rehabilitation programs have always had to take second place to this overriding concern, it is not surprising that little by way of education and training had been offered in the system before the NIMH and MDT projects and the trade school began operation. At Draper there had been one retired teacher who, with the help of inmate instructors, taught courses for a few semi-literate inmates. And, a limited night program through which inmates could get a diploma from nearby Holtville High School had been initiated by the school as an extension service to Draper.

EXPERIMENTAL CLIMATE

Of the system's several institutions, Draper Correctional Center offered the most promising atmosphere for a rehabilitative program. Draper's Warden, John C. Watkins,* had by 1961 begun experimentation with individual prisoners with what he believed to be a more successful approach to rehabilitation than had been tried before. His graduate work in anthropology and sociology and his earlier studies and observations had convinced him that the punishment, the discipline and the kind of psychotherapy used in most prisons were, for the hardened convict at least, relatively unworkable. By mingling with the prisoners at Draper, Watkins ascertained that there was a "convict culture" at work--a prison subculture which worked in direct conflict with the free world culture and thus prevented any significant interaction between the prisoner and his "keeper."

Watkins utilizes the techniques of anthropological science in describing and analyzing the convict culture which in actuality is a *contraculture*. Watkins maintains that like any other culture, the convict culture has its own taboos, its superstitions and its illusions; and, like other cultures, it specifies modes of behavior to which its members are expected to conform. The convict culture appears to be conservative, with an elaborate set of rules for conduct--rules in direct opposition to its governing body, the prison authority. In many prisons these rules govern the kinds of associations the convicts can form, the proper subject matter for conversation, the parts of the prison on and off limits to different individuals, the prevention of race mixing, the proper time to fight, the food to be eaten and the extent of cooperation with the authorities.

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*Watkins, now 40, holds a degree in sociology from the University of Alabama. It was as an undergraduate, while on a tour of correctional institutions, that he decided to become a warden. He began his career as classification officer at Kilby Prison, Alabama. After two years, he transferred to Draper as assistant warden in charge of custody. He has served as Warden of Draper since 1958.

"This force," Watkins explains, "is so powerful that it transcends all efforts at treatment (I prefer that word to punishment or correction) or even a prisoner's relationship with his family and loved ones on the outside. For example, a prisoner has a 'brother,' a fellow prisoner in the culture, who is about to escape. Even though the prisoner is convinced that his brother will be killed if he goes through with the escape attempt, he cannot bring himself to tell the custodial people. He will not inform either to save his brother or to speed up his own release. He would consider it immoral.

"This is the way the laws within the convict culture function to protect its system. It is very immoral to inform or in any way betray the culture to the administration. But sodomy or robbery may be proper conduct if the group approves, and sometimes a beating or even murder can become the *right* thing to do. In one institution the 'law' provides that when a 'rat' (or stool pigeon) is wounded in the yard, he cannot be assisted by another prisoner even though the man may die as a result. In another prison culture, the convicts provide a watchman who keeps a constant surveillance of the office of the captain of the guard, and reports back to the system the names of any prisoners who visit this office."

In the convict culture within the prison, therefore, the inmates learn that behavior approved by their fellow inmates is rewarded with their esteem and good will, while disapproved behavior is punished--by isolation, beatings or even knifings and murders.

"Now," Watkins says, "pit that against what you see happening in the average prison. You have discipline and punishment, and all that does by itself is make the criminal rebel against authority. It hardens him, makes him more bitter toward you and the whole free world, and convinces him that you just don't understand and his only friends are the other prisoners. No interaction or interanalyzing between him and the prison authority can take place. Instead, the convict culture takes over.

"Psychologists and social workers may get the inmate to learn a few facts and say he has a better understanding of himself now, say 'you're helping me,' and 'I'm getting better.' They call it 'putting the hat on the man' (prison argot for convincing psychiatrists, social workers or prison officials that they are on the mend). Anything to get paroled. But the inmate isn't changing because you haven't done anything about the culture to which he owes his first loyalty and from which he gets his only true rewards. So the whole prison experience is only training him to become a better convict."

(The foregoing description of the "convict culture" was adapted from an article, "Reshaping Convict Behavior," written by Burton H. Wolfe and published in Think, September-October 1966, pp 25-29.)

Watkins' approach to a successful rehabilitation program is, therefore, based on the need to break up the convict culture. Like any other, the convict culture is dynamic and therefore subject to modification and manipulation. While Watkins does not try to directly supress the culture, he does seek to undermine the confidence its adherents hold in it and in its leadership through his experimentation with individual prisoners. He personally directs and engages in a process of behavior change of the prisoner which wins him from the "convict" culture to what Watkins terms the "inmate" culture--a more conforming and responsible prison society. The behavior changing process involves the force of the Warden's personality and his use of both negative and positive reinforcers. He sees the convict subculture to have a strong moral code, with loyalties to a defined set of principles and with many aspects of a character structure we would consider good, if oriented to different ends. Therefore, his efforts are directed to getting a "conversion" to those different ends.

The Warden thus attempts to identify the convict leaders and literally attack them one by one. The theory is that if this cadre is broken and brought over, those with less leadership strength and the "adapters" will simply become more amenable to constructive influences, such as educational projects and, not least, the reforming missionary zeal of the converted leader. Watkins believes education and occupational training to be a means of strengthening the behavior of the converted convict. He thinks the convert's behavior change will be more lasting if he learns the coping skills of the mainstream of society. Without these skills, he will most likely revert to his older habits which have a certain payoff for survival.

To be effective, Watkins hypothesizes, a rehabilitation program must compete successfully with the "convict culture," establish a different, positive culture and win to it prisoners whose cooperation stems from a real desire to change.

Warden Watkins was joined in his rehabilitation effort in 1961 by a psychologist who was director of Alabama's Division of Mental Hygiene, Dr. John M. McKee.* While serving as a consultant to the prison system as part of the regular services of his agency, McKee became interested in Watkins' theories about the convict culture and the need to equip converts with educational and occupational skills. McKee discerned that the Warden was, in actuality, applying the principles of reinforcement theory in his efforts to attack the contraculture although he described his approach in anthropological terms.

The reinforcement theory holds that all behavior is governed by its consequences. Since Watkins had unconsciously applied this principle in his experimentation with individual prisoners, he agreed with McKee that the convict's behavioral repertoire consists of those behaviors which have been rewarding (reinforcing) to him. And that behaviors which an observer (society) terms maladaptive are, in fact, adaptive for the convict performing them. They are behaviors which have thus far paid off for him--they have met his needs. Both men subscribed to the principle that extinguishing. modifying or establishing behavior involves conscious control both of its consequences and of the conditions which evoke it.

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*McKee, who received a Ph.D. in Clinical Psychology from the University of Tennessee, has been Director of the Rehabilitation Research Foundation since its organization.

Watkins and McKee subsequently became interested in testing the reinforcement theory with small groups of convicts both as a framework for understanding their behavior and as the basis for planning a broader rehabilitation program.

The advent of a new educational technology, based on the reinforcement theory, appeared to Watkins and McKee to have promised for their small pilot effort. Thus it was that programmed instruction became an enduring feature of the Draper Experimental Projects.

With the help of behavioral scientists Dr. Thomas F. Gilbert and Dr. Charles W. Slack, Dr. McKee soon established a pilot project in basic education, employing programmed instruction (P.I.). This pilot educational endeavor was made possible by contributions from the Board of Corrections, the Aaron Norman Fund, and the Division of Mental Hygiene. Altogether about $12,000 was available to the pilot program which involved the education of some 27 inmates.

In May of 1962, the National Institute of Mental Health awarded a three-year grant to Draper to broaden its experimental program and to test the feasibility of programmed instruction on a much larger population than had previously been possible. Dr. McKee resigned his position with the Division of Mental Hygiene to become full-time director of the project. To further explore the belief that occupational training might be rehabilitative, he enlisted the aid of a vocational educator, Donna M. Seay,* to experiment in the development of a limited vocational training curriculum, using programmed instructional techniques.

One of the findings of this early experimental work was that programmed instruction could be adapted to vocational training and thus speed up the training process significantly. This finding and the need for further exploration of the role of occupational training led to proposal of the E&D Manpower Training Project.

SUMMARY

Despite the frequent and justly deserved criticism we received of the project's physical setting, we maintain that the most important aspect of the E&D project setting was the climate in which it operated. Alabama's Commissioner of Corrections, A. Frank Lee, received the support of his board in preparing the way for the project to operate. He used all the resources at his command to remodel the buildings, install partitions and release space being used for other operations to catch overflow classes. In addition, he permitted the project staff access to the prison records, arranged transfer of eligible inmates from other institutions to Draper and served as a liaison person to the system, its board and to the community at large. Without this backing, it would have taken even longer for educational programs to reach Alabama's prison system.

While we would be the first to state that both adequate physical facilities and an innovative climate are to be desired, we do believe that the Draper Project has demonstrated that effective programs can be conducted despite adverse physical conditions, such as inadequate space, heating and ventilation, lighting, etc. This fact may be important to other systems which are reluctant to implement programs because they have no space for them. We believe the most important aspect of the physical setting is that trainees be given experience on up-to-date equipment. If a project is in position to plan, organize and build the physical plant needed, this, or course, is all the more desirable.

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*Donna M. Seay holds a M.A. in Trade and Industrial Education from the University of Alabama. She has served as Assistant Director of the Rehabilitation Research Foundation since it was organized.

SECTION II

CHARACTERISTICS OF THE TARGET POPULATION

Besides participating in a general sociocultural environment, we are members of subgroups existing within it, such as family, sex, age, social class, occupational, and religious groups. Each of these subgroups fosters its own values and ways of behavior--largely by means of establishing *social roles* which its members learn to adopt. Men are expected to behave and dress in certain ways identified as "masculine." In our society this usually includes preparing for an occupation, taking the initiative in courtship, and supporting one's family. The masculine role does not permit the wearing of nail polish or lipstick or other actions which are regarded as feminine.

Similarly, we could delineate the role behavior expected of the army officer, the minister, and the members of different age and religious groups. And because any individual is a member of various subgroups, he is subject to various role expectations. When his social roles are conflicting or when any role is unclear or uncomfortable, his personality development may be handicapped.

In addition to his group memberships, each individual is exposed to various interpersonal relationships beginning with the members of his family and gradually extending to his peer group and the other important people in his world. Much of his personality development reflects his experiences with these key people. For example, the child who is rejected and mistreated by his parents is likely to develop differently from the one who is accepted and encouraged. Similarly, the values and behavior patterns children learn depend heavily upon whether their parents are mature or impulsive, selfish or considerate, tolerant or bigoted, spiritually or materialistically oriented.

Since each individual belongs to a somewhat unique pattern of subgroups and experiences a unique pattern of interpersonal relationships, he participates in the sociocultural environment in an individual way. As a consequence of such "differential participation," no two of us live in quite the same world. Thus the sociocultural environment is the source of differences as well as commonalities in personality development.*

As a group, trainees can be summarily described as immature: The majority manifested behavior which was inappropriate, self-centered, socially inept or reflected lack of judgment. Such behavior is believed to be the inevitable result of their early sociocultural environment in which pathogenic family relationships--broken homes, parental absenteeism, mother dominance, father rejection, and sociopathic fathers--were the rule.

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*Coleman, James C. Abnormal Psychology and Modern Life. Third Edition. Glenview, Illinois: Scott, Foresman and Company, 1964, p 62.

Although their frames of reference--the assumptions about reality, value and possibility they derived from this environment--worked for a time, they proved to be dysfunctional when tested in society at large.

For most, the first contact with the larger society came when they entered public school. There they were introduced to different reality, value and possibility assumptions. Although they appeared to have accepted the superiority of these different assumptions, they were unable to integrate them into their own frames of reference. The new and larger environment was structured around a value system their former environment had ill-prepared them to understand, much less to accept. Sooner or later they found themselves unable to cope with the conflict thus produced. They reacted by withdrawing from the environment in which they failed; that is, they dropped out of school. However, their exposure to new values had its effect. Unable to achieve their new concept of "success" by working in the menial, low-paying jobs open to them, they found it logical to attack the society they perceived as having failed them. Aggression--criminal activity--thus became their only means of acquiring whatever "success" or material possessions they wanted.

Their criminal activity, sooner or later, brought them into the correctional process where they were held in custody with others whose life style was essentially the same.

PSYCHOPATHOLOGY

It is estimated that at least 15 percent of our training population had moderate to severe emotional problems that interfered with training. The behavior of this 15 percent could be best classified as "immaturity reaction" or "transitional situational reaction." One trainee had a psychotic break during training, but there were no other cases of psychosis or even extreme anxiety uncovered.

Testing with the Otis Group Intelligence Scale indicated that some of the trainees were mentally retarded; however, no culture-free I.Q. test was administered to validate these results.

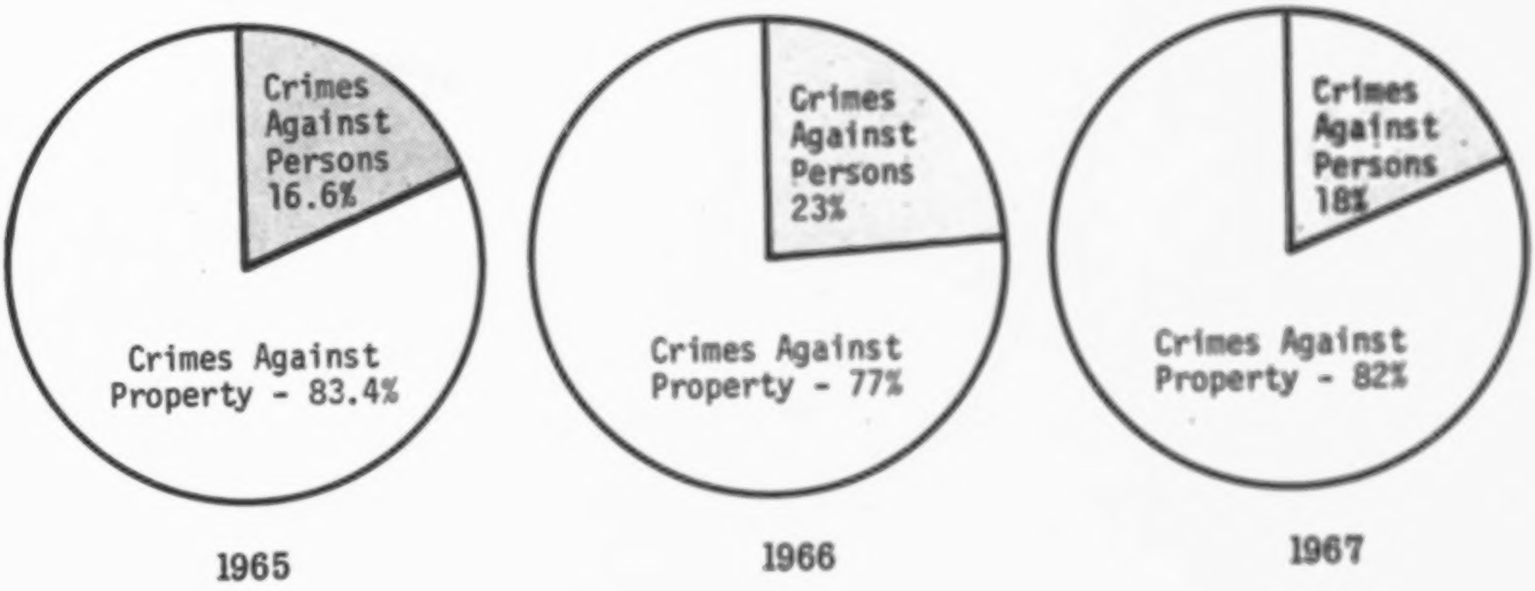
It was estimated that over 50 percent of the trainees had histories of excessive drinking, that drug addiction was present in approximately 10 percent. (These problems were not necessarily identified during training.)

CRIMINAL HISTORY

Approximately 80 percent of our trainees were sentenced for offenses against property--burglary, grand larceny, robbery, forgery, etc. (Refer to Table I.) Many had spent as much as one-third of their entire lives, either on probation or in custody. At least 70 percent of our trainees were recidivists when they entered the program.

TABLE I

Ratio of Crimes Against Property to Crimes Against Persons



PHYSICAL AND SOCIOCULTURAL CHARACTERISTICS

We observed that the majority of the more youthful trainees could best be described as mesomorphic* in body type--which is typical of the offender population generally. Tattoos or scars from removal of tattoos marked the majority. Except for a small number of trainees who wore crew cuts as evidence of their "conversion" from the "convict culture," trainees had long hair which they combed frequently and ritualistically.

Our trainees were especially marked by physical handicaps. The majority badly needed dental attention, such as orthodontics, plates, extractions, etc. Many had visual defects. One trainee was discovered to be a diabetic, another an epileptic.

Trainees ranged in age from 16 to 44, with a median age of 24.5 and a mean of 21.6. Seventeen percent of the trainees were Negro. Only about 20 percent of the trainees were married.

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*Sheldon Theory of Constitutional Types, W. W. Sheldon (1954).

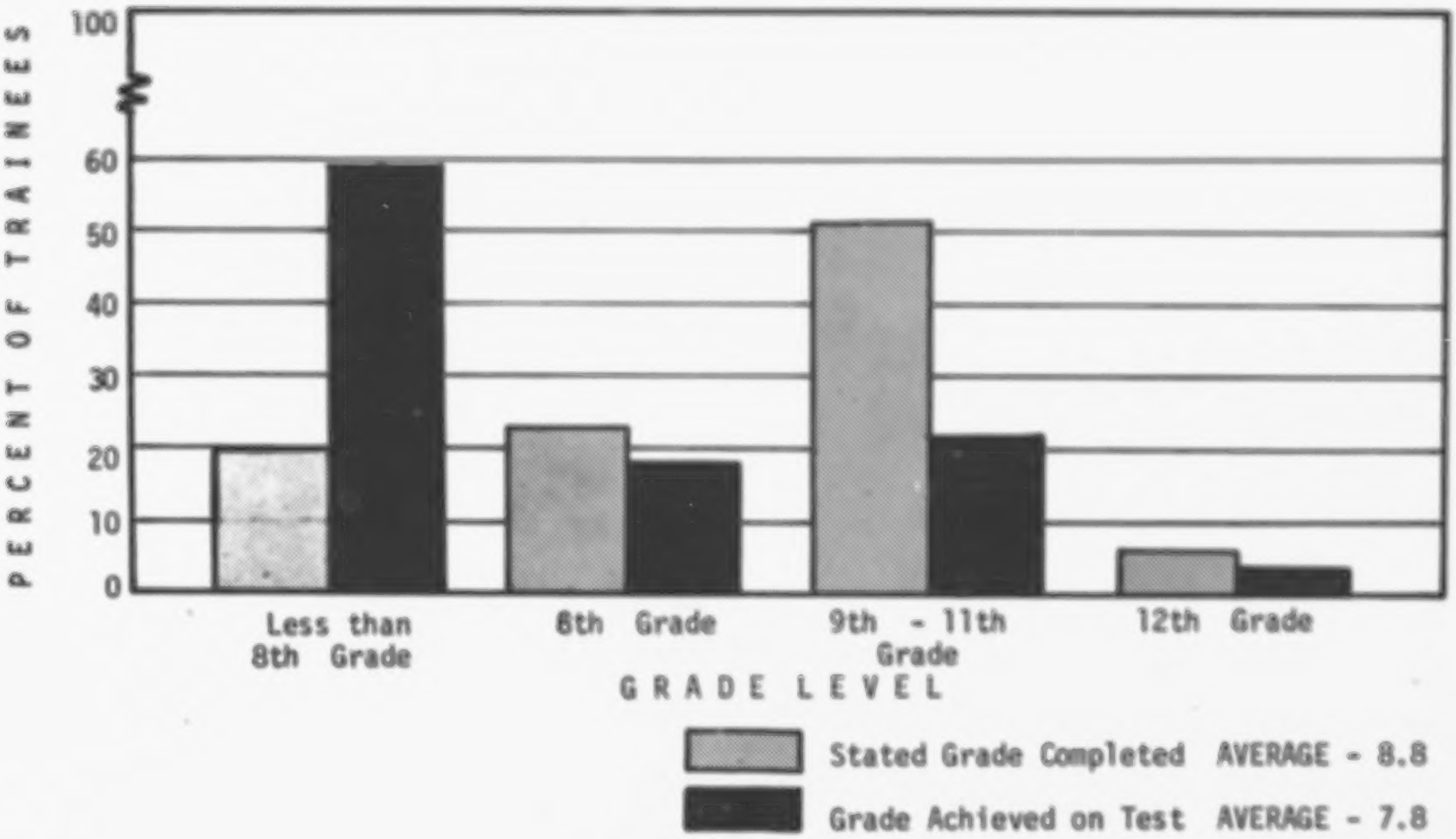
EDUCATIONAL ACHIEVEMENT AND ATTITUDES

Over 90 percent of the men were school dropouts or pushouts. Most had failed in school, had a marked distaste for public schools, teachers and books. Nevertheless, many had the same notion about the value of education as the general public. Having been made to feel that educational achievement was important, they exaggerated the grade level they had achieved in school. (Refer to Table II.) While testing and counseling quickly revealed the exaggeration, other facts were also uncovered. Illiterates did want to learn to read; many prisoners did want to get a high school education; and quite a number aspired to a college education. (By and large, measures of intellectual capacity were ignored as being unreliable. We relied instead on grade placement scores, obtained on standardized achievement tests, which averaged 7.8.) Language deficits were the rule; in some cases, they were so severe as to be handicapping.

TABLE II

COMPARISON OF STATED GRADE COMPLETED

WITH ACTUAL GRADE ACHIEVED ON TEST AT ENTRY TO TRAINING



THE LACK OF VOCATIONAL SKILLS

About 90 percent of the inmates had no vocational skill nor had they been exposed to any formal training in a vocational field. Some claimed experience in various trade areas, but upon closer investigation were found again to exaggerate their competence and achievement. The trainees' work histories revealed that the very young had never held jobs and that the older ones had been employed sporadically, with long spans of unemployment. The majority of those who had been employed worked in low-paying jobs as common laborers, such as construction helpers, service station attendants or bus boys.

For the most part, the trainees' attitudes toward work were poor. If they had job aspirations, they were apt to be unrealistic. Few trainees had knowledge of existing employment opportunities or about the training necessary to obtain even entry-level jobs. This lack of knowledge is attributed to isolation from the world of work: Family members employed in menial jobs themselves (if at all), had little concept of the masculine role in the world of work. In the cases of several graduates, family members were found to (perhaps unconsciously) encourage unemployment. Nor had the trainee's peer groups valued work as a way of life. Their lack of knowledge about the world of work and their failure experiences on the job combined to form their concept that work was to be dreaded.

OTHER TRAITS

In addition to the above characteristics, the following are other traits which our trainee population displayed:

They perceived themselves to be powerless against the external forces affecting them. They saw their environment as being beyond their capacity to alter. Even their tattoos told of this hopelessness: "Born to Lose." Their compensation for these feelings of powerlessness was either over aggressiveness or withdrawal.

They had few, if any, long-range goals.

They could not identify and evaluate their own abilities and interests.

They had difficulty in getting along with fellow trainees and with supervisors. They could not tolerate even mild criticism, and they resented the normal authority of a supervisor.

Low frustration tolerance, a low aspiration level—quickness to give up and walk away, complaining that a task was impossible to accomplish—marked our trainee population.

The common defense mechanisms—rationalization, projection, aggression, overcompensation, dependency—were frequently employed to protect their rather tenuous egos.

They had difficulty in learning essential work-adjustment behaviors, such as being on time, working steadily without supervision, taking initiative, etc.

They frequently acted impulsively during their training and were unable to tolerate delay of rewards.

They frequently exhibited broad mood changes in response to events that occurred--a letter from home, a rumor, a remark by another inmate or an instructor and they would believe the best or the worst without investigation.

Manipulation--a skill of self-defense--was one of the characteristics common to trainees. Manipulation--"conning"--was a way to get along, get out of work, achieve the small goals necessary for day-to-day living. They had learned this in their homes and in their peer groups. At the same time they manipulated, they felt themselves being manipulated. They were skilled in playing one group against another--to their own advantage--the custodial group against the treatment group.

Many of the above skills and deficiencies undoubtly stemmed from the trainee's sociocultural environment: his home, the boy-gang, his way of coping with an unsympathetic environment. Unfortunately, much of this behavior is perpetuated and strengthened by the very institution in which he is incarcerated. Just as he ran away in the free world (when it got "too hot" for him), so now he can get a job change when he decides his prison boss is demanding more of him than he wishes to give. Prison rules, mass regimentation, bells ringing, unpleasant work assignments are all situations for him to escape from--and he uses his wits to do so. And when he succeeds, as he often does, the withdrawal, which is his problem solving behavior, is being reinforced.

SECTION III

THE DESIGN

> One of the most important insights gained from the study of a particular culture is the manner in which adaptation, adjustments, and problem-solving are carried out. A culture inevitably offers ways to solve problems. For large-scale planning purposes it is frequently less important to know the individual variations on a subcultural theme than to know how the aggregate of individuals within this sub-culture solve their problems of living. It may then be possible to determine what is important and functional for them as a group and to plan interventions related to their patterned responses.*

THE LACK OF A RIGOROUS EXPERIMENTAL DESIGN

Before 1964, manpower training had not been applied in a state correctional institution, nor had manpower programs explored the concept of job development, placement and community followup. The Draper E&D project was designed as an experimental project which would break new ground in an exploratory fashion: It would identify the problems of operating an MDT program in a prison setting and evaluate its effectiveness by analyzing data gathered by the job development, placement and community followup components. Since so little was known about the problems which would be encountered, a rigorous experimental design using control groups was considered premature. In fact, it was believed that a rigorous design would limit the flexibility needed for exploration.

THE PLAN

Our purpose was to test the feasibility of a Manpower Development and Training Program in a state correctional institution. Provisions of the Manpower Development and Training Act of 1962 had made possible the U. S. Department of Labor's use of occupational training as the basis for limited experimentation to determine what and how auxiliary services would facilitate the imprisoned offender's successful transition from an unemployable state to one of self-sufficiency upon release to the free world.

Our basic approach was the systematic application of reinforcement theory of learning through programmed instruction, behavior modification, and emphasis on a system of positive rather than aversive controls of behavior. Our overall objective was to use this approach to develop within the framework of Manpower Training an individualized treatment program which would overcome the trainees' deficiencies in the areas of education, employability, and personal-social competence.

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*Cohen, Jerome: "Social Work in the Culture of Poverty." Riessman, Cohen and Pearl, eds. Mental Health of the Poor: The Free Press, New York 1964, p 133.

Our specific objectives were expressed as the following demonstration features:

Institutionalized youthful offenders can be successfully selected, tested, assessed, counseled, and trained in a skill.

Programmed materials can reduce the preparatory and skill training time which is necessary for traditional training methods.

Employers throughout the State of Alabama can be induced to hire parolees who have completed training in this program.

Intensive vocational and personal counseling can assist in modifying the psychological and behavioral problems of these inmates and enable them to become employable persons who are capable of adjusting to the demands of free society.

Direct family counseling can effect an easier transition from the prison to the home and also improve the community's acceptance of the parolee.

Male college students employed by the project who are studying counseling and guidance can receive qualified field training for practicum credit.

Volunteers can be recruited from the surrounding communities to assist in the personal-social prerelease program.

Community involvement can be generated to establish local committees to sponsor individual inmates who will be paroled to the community.

THE METHOD

The experimental and demonstration features of our pilot program were predicated, in part, on an approach generally described as behavior modification. In our context, behavior modification refers to the application of principles derived from psychological learning theory to the treatment of maladaptive behaviors which characterize the offender.

Thus, the E&D project sought to make use of educational techniques based on psychological learning theory to carry out its training program. Vocational selection and counseling were to be principal means of selecting inmates for training, as was the proximity of parole review dates to completion of training. Occupational training in one of seven trades was to be complemented with remedial instruction in computation and communication skills and special courses in personal, social and business relations. A job development, placement and follow-up service would begin with a public relations program designed to enlist community support in securing jobs for the released inmate and in providing the services which would help him to become self-sufficient and would go on to coordinate these services as the initial trainees were released.

EVALUATION

The Draper E&D Project was to be an experimental project designed to break new ground in an exploratory fashion: it would seek to identify the problems of operating an MDT program in a prison setting and would seek to evaluate the program's effectiveness. Thus, the need for built-in evaluation was recognized in the initial proposal:

> "Unless trainees are successfully placed and stay on jobs, the project fails, regardless of the quality of training received...Certain records and reports will be gathered and evaluated, so that instant feedback of vital information will be available. Movement of parolees, performance, successes, and failures, classes of problems met by parolees, and the range of other significant events will require recording and processing." (From original proposal.)

The original proposal called for a comprehensive, internal system of evaluation. Because the contractor believed evaluation should be done by an outside source, such as a university, this part of the proposal was deleted at the contractor's request. Therefore, when the project began operation, information gathered by the job development, placement and community followup components would be the major source of evaluative data to measure the overall effectiveness of the program. In addition, many components would have their own built-in means of measuring achievement, such as skill tests, standardized achievement tests, etc.

SECTION IV

EDUCATIONAL TECHNOLOGY

> Educational technology is not new. By definition, educational technology is applied science, and education is the science dealing with the principles and practice of teaching and learning. Man has applied the science of teaching and learning at least since Socrates, and undoubtedly before. Practically speaking, we have always had educational technology. What we are really talking about, I think, is not educational technology per se, but a new approach to educational technology. It is summed up in Col. Gabriel Ofiesh's phrase "validated learning systems."
>
> The key elements in this new approach briefly are these:
>
> The end process is learning, not teaching. I cannot emphasize this distinction too strongly. Many of us have been so engrossed in our own roles as teachers that we have too often lost sight of whether or not learning really resulted.
>
> The process is achieved through a system. The system includes all of the equipment, procedures, facilities, program schedules, maintenance, texts, materials, and personnel required to produce the end result.
>
> The entire process must be validated. Only with validation can we be certain that the system does indeed attain the objectives originally set for it.*

There has been conscious application of the principles of psychological learning theory in the attempt to render offenders employable throughout the history of the Draper Experimental-Demonstration Vocational Training Project. This orientation has been apparent in every phase of the activities--from the classrooms with their emphasis on individualization of instruction, motivation, reinforcement, etc., to followup geared to meeting the individual needs of the graduates.

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*Educational Technology. (Spring 1967) Washington, D. C.: Aerospace Education Foundation, 1967, p 9.

The hallmark of the project, however, has been experimentation in the development and use of programmed learning materials.

The Draper Project had its beginnings in programmed instruction (P.I.). Experiences in a project funded by the National Institute of Mental Health led directly to the Rehabilitation Research Foundation's submission of the proposal to conduct a manpower training project which would rely heavily on programmed learning materials to meet its instructional objectives. Helping to shape the proposal was the scarcity of programmed materials in the field of vocational education. Such material as was available had not been designed for use with a population comparable to that from which the project's students would be drawn. (Refer to Section II.) Thus, an integral feature of the original proposal was the plan to develop, validate and use programmed learning materials in the trades to be taught in the project.

DEVELOPMENT OF PROGRAMMED INSTRUCTION

The Materials Improvement Unit was the organizational entity set up to develop and validate programmed materials. It was at first assumed that the task (and objective) of this unit would be to adapt existing materials to the unique needs of vocational education. As the program evolved, however, emphasis was gradually shifted to the development of new materials. Adaptation proved to be more time consuming and less desirable than programming from "scratch."

The attempt to convert an existing piece of material to a program violates the principles of programming. The end product may look like a program, but, in programming, the process is more important than the product. The establishment of behavioral objectives and the careful analysis of the behavior and methods by which it is to be shaped cannot be superimposed on something someone else has written. There is no implication here that authors of textbooks and other training materials write without objectives and analysis. It is a matter of orientation. The textbook, generally, is a means of presenting information or imparting knowledge. The program, too, presents information, but it does not leave to chance that the learner will apply the information in a sequence which will shape the desired behavior.

METHOD

Mathetics was the programming approach selected for use by the project. Mathetics is described by its originator Dr. Thomas F. Gilbert as "The systematic application of reinforcement theory to the analysis and reconstruction of those complex behavior repertories usually known as 'subject matter mastery,' 'knowledge,' and 'skills.'" (Gilbert, 1958, p 8.)

This definition, of itself, does not differentiate mathetics from any other method of programming. (For a discussion of mathetics in detail, see reference numbers 2,3,11.) We have come to believe that any differences in method which may exist are somewhat contrived. Good programming, regardless of name and nomenclature, is firmly based on rigorous analysis both of the behavior one wishes to modify or establish and the environmental changes which are necessary to achieving the behavioral objectives. In fact, we now suspect that the decision to adhere to one kind of programming may have hampered our training effort. Perhaps there should have been more emphasis on learning theory and behavioral analysis per se and less on rigid procedure.

STAFFING AND TRAINING

When the Materials Improvement Unit began operation programmers were in as short supply as they are today. The first order of business, therefore, was to train staff programmers. The unit began its work with only one experienced person who had been trained by Dr. Gilbert. As Chief Programmer, it would be his responsibility to train and direct the activities of the staff programmers. He was also to serve as instructor of the Technical Writing Class.

Applicants for programmer positions were selected on the basis of demonstrated writing skills, publication experience, education, personal interviews geared to discovering their attitudes toward education, and specialized tests. The three staff programmers began their training along with the technical writing class. After six weeks of formal classroom instruction, all began working on programs which were to be vehicles for their own learning. This was an attempt to individualize instruction so that each could begin actual production as his own proficiency developed. As expected, the staff programmers, with their higher level of education and previous writing experience, progressed much faster than the inmate students.

PRODUCTION

In spite of the rapid training progress of the staff programmers, the production record of the Unit was never able to meet the inmate training problems. There were a number of reasons for this low production.

Our original intention was to "program the trades" taught in the project. This, of course, was a poorly stated and over-ambitious objective. It would have involved a complete analysis of each course of study to determine those areas in which programmed materials would be the most effective teaching method. There is no way to estimate the time it would take to complete such analyses, but it would be lengthy. After the analyses, programs would be developed and inserted at the appropriate places in the curricula. Each program would have gone through the process of analysis, writing, individual tryout, revision and field testing.

There were other reasons the task of "programming the trades" could not be completed. One, of course, was the necessity for training programmers. It may be possible to train programmers in less than six to twelve months, but it was not possible in the circumstances in which we operated. The necessary involvement of the staff programmers with the technical writing class not only impeded the progress of the former in training, but it also hindered their production throughout the two years the class was conducted. Although the Technical Writing course was not conducted the third year, a budget cut prohibited employment of more than one programmer.

Another bottleneck to production was the vocational instructors' lack of understanding of the programming process and the function of the Materials Development Unit (as it came to be called.) This statement is not intended as a criticism of the instructors. As is true in most MDT projects, they were tradesmen-turned-teachers. They knew better than anyone else their need for the help programmed materials would provide, but their need was immediate and urgent. The hours they were asked to spend as subject matter consultants yielded little in the way of immediate returns, and they became less and less willing to serve as consultants. By the time materials were ready for use, they had developed their own methods of teaching the subject matter involved, and they were, naturally, reluctant to change. This situation changed somewhat once they actually tried the materials that had been developed, but they seem never to have become reconciled to the length of time between the first consultation with them and a finished lesson. There seems, too, to have been some doubt in their minds as to the ability of a programmer to prepare instructional material in subject matter in which he was not knowledgeable at the outset. There seems little doubt, to us at least, that programming is faster and easier if the programmer already knows his subject matter. On the other hand, the programmer's own status as a learner of what he is planning to teach may enable him to observe points he might otherwise overlook. If we are equivocal, it is because we still do not know whether the expert or the novice in the subject matter can program it best.

USE OF P.I.

A detailed account of how programmed learning materials have been used in this project and our recommendations for their use will be found in Volume III. What follows is an attempt to recapitulate our point of view as it has been modified by experience. The reader is asked to remember that our classes were made up of offenders whose individual learning deficiencies were much more widely spread than those of a conventionally constituted class in a public school.

If P.I. is to be used effectively there must be accurate assessment of the learner's deficiencies, the gaps in his knowledge. While we are speaking here mainly of adult remedial education, the need for accurate assessment undoubtedly holds true for any student population. What the foregoing means to a project such as this is that there is a need for refined diagnostic instruments.

Hand in hand with the requirement that there be definitive diagnosis is the requirement that the instructor be thoroughly familiar with the programmed materials he uses. Only after these two requirements are met can one assign (prescribe) learning materials which will meet the exact needs of the individual students.

While programmed materials have an intrinsic motivating power, they will seldom of themselves sustain the performance rate which is necessary to solid educational achievement. This brings up two points. First, P.I. should be interspersed with other instructional techniques. It may well be used as the sole method in the first stages of a training project, since it can give students such as ours a success experience which may help them to come to terms with their aversion to formal learning situations. Used thus, P.I. gains the instructor time to establish a relationship with his students which will make other methods work.

Second, P.I. lends itself to the use of other positive means of motivation. This capability should be further explored and exploited. (McKee, 1957 and Volume III.)

For purposes of providing the learner with feedback on his performance and of making continuous evaluation of progress and of changing or redefined needs, frequent testing is essential when P.I. is used. Potential users should make certain that appropriate tests are provided with commercially available P.I., or they should be prepared to construct such tests themselves. Test construction is a skill which instructors should be helped to develop to a high degree.

We are no longer confident that programmed instruction used in a setting such as ours requires fewer instructional personnel. The reverse may be true when one considers that our students need close supervision, constant encouragement, directed review, frequent testing, continuous feedback and often, re-direction toward realistic goals. With a group of 60 to 80 students whose educational achievement levels may range from fourth grade to second year college, one person cannot do the total job.

CONCLUSIONS AND RECOMMENDATIONS

These years of experience with the use of programmed learning materials leave us convinced that they have an enduring role in programs such as we have conducted. They are most effective when used as the core of a system which focuses on individual needs and which takes advantage of the desirable features of all other teaching methods and learning experiences. The degree to which they are effective is directly related to the skill, flexibility and creativity of the instructor. Regardless of the method of instruction, the teacher's role is, as always, critical.

We also remain convinced that an in-house programming capability is a desirable, valuable attribute of a training effort such as ours. We recommend that an early decision be made as to whether such efforts will be devoted to "on-the-spot" programming to meet only the needs of one's own students or to "across-the-board" programming designed for use outside the project. If the first alternative is selected, the feasibility of training vocational instructors in the programming process should be investigated. We do not suggest, however, that MDT instructors actually write instructional lessons. We mean that their knowledge of what is involved in the process not only would facilitate the working relationship between instructors and the programming unit but also would sharpen their teaching skills. Instructors involved in a regular MDT program work in an inflexible schedule which does not leave them the time required to analyze, write and try out programmed materials. For this reason, we recommend a team approach to programming which includes programmers, subject matter specialists, artist and typist--all with the major responsibility to produce whatever instructional materials are needed by the instructors.

What has been called our "love affair with programmed instruction" may have, in fact, temporarily obscured some broader implications of educational (behavioral) technology. Since the term "behavioral technology" will be used hereafter, a redefinition is in order: "Behavioral technology is the application of behavior theory to the practical problems of human behavior. Behavior theory is the body of experimental knowledge which experimental psychologists and educational psychologists have accumulated during the past 60 years. Significant practical application of this body of knowledge began to occur during the last ten years, mainly in the area of education. Some of these applications have come to be known as Programmed Instruction." (Mechner, 1964, p 1.)

The record shows that offenders can be trained and placed in jobs, that their educational level can be raised, and that concomitant services such as personal-social training, counseling and followup are of value in helping them to remain free and employed. The record also shows that the system has not yet been developed which will put all offenders irrevocably on the road to employability, self-sufficiency, social and emotional maturity--the overall competence which is essential to the person who is to serve as a contributing member of our ever-increasingly complex society. Behavioral technology must escape the confines of the laboratory, the classroom, the vocational training shop to do the total training job which is required.

Reduced to its simplest terms, the real task of the educator, trainer, rehabilitator, call it what you will, is to determine what steps the learner must take in order to behave in a pre-determined fashion, to arrange the conditions that will insure that he takes these steps, and to arrange conditions that will help him to maintain the behavior. The simplicity with which the task can be stated does not mask its magnitude and complexity. The first part of the task entails the identification of the specific behaviors which prevent or make more difficult the offender's transition from prison to permanent status in the community; that is, the definable, observable behaviors displayed by the offender which need to be modified. It would entail the identification of those behaviors which help him to make the transition and which should, therefore, be established and/or strengthened. Specific environmental factors must also be identified: those which either maintain or suppress desirable behavior and those which establish or strengthen desirable behavior. Determination of how these behaviors and environmental factors can be established, modified or extinguished must then be made. The second part of the task demands not only the design of learning systems but also the modification of environment implicit in the accomplishment of the third step.

Complexity and magnitude need not be equated with impossibility. Approached in the orderly, scientific fashion of the behaviorist, the task can be analyzed and broken down into small components which can then be treated in the order of their importance and feasibility. For example, one might begin with exploration of the prison environment, seeking to identify the factors there which militate against the success of training programs. One might begin with providing training and experience that will enable instructional staff to understand and fulfill their roles as agents of behavior change. In short, teach them how to consciously shape behavior. Moving into the community, one might begin to study, identify and assess the factors which operate to keep ex-offenders unemployed or underemployed. Any attempt to tackle the whole problem at once is to invite defeat at the outset.

Granted, we are talking now of behavior change in the nebulous and poorly defined areas of attitude, personality, community mores. But what evidence do we have that such things even exist except the evidence of observable behavior? We cannot arbitrarily assume that attitudes will remain static as behavior is modified, established, or extinguished. It is now considered good psychological practice to treat such symptoms of emotional problems as stuttering. The rationale is that the symptom itself causes emotional disturbance. The client needs relief from the behavior which is the presenting symptom. It may never be possible to uncover and treat the basic cause, but the very relief of the symptom, which is a behavior the client learned, can help him to handle his problems. In fact, "learning theory does not postulate any such unconscious causes, but regards neurotic symptoms as simple learned habits; there is no neurosis underlying the symptom, but merely the symptom itself. Get rid of the symptom and you have eliminated the neurosis." (Ullman and Krasner, 1967, p 2.) Behavior, whether it be adaptive or maladaptive, is learned. It can, therefore, be established, modified, extinguished, or maintained.

Our experiences have strengthened our belief that behavioral science offers a new and promising approach to rehabilitation of the public offender. They have also strengthened our belief that both humanitarian and economic dictates require that this approach be further explored and exploited.

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SECTION V

THE TREATMENT PROGRAM

> The staff of a prison training program cannot have antagonism toward the trainees. They can expel a trainee for absolute recalcitrance, but this is not the point. Staff are there to solve the problems of poor attitudes toward education and training and of emotional blocks to learning. With this special group of the disadvantaged, it is important that all staff maintain standards without becoming too harsh with trainees who do not respond both readily and easily. Yet, the staff must be equally acute to note and avoid entrapment in an opposite kind of problem--that of performance without learning. Prisoners do not usually get into the training program unless they volunteer; but prisoners are not hard to attract, for the training program itself is a kind of bonus. If the prisoner is not in the program, he is likely to be working on the prison farm, in a road gang, or in some prison duty more distasteful than the training program. And the program may be a road to an earlier parole. Yet these built-in motivations to take on the training program do not prevent the deep-seated emotional objections and rebellions to it.*

The motivation with which inmates are likely to enter a prison training program is apt to raise the issue of the moral dimension of education and the relation of the training program to rehabilitation. Few educators are content to have education concern itself only with means and not ends; to serve only techniques and not values. At Draper, the purpose of teaching welding was not to make better safecrackers, or by virtue of teaching literacy, to develop an inmate's capacity for check forging. A high premium was placed on the teachers, counselors, shop instructors, therapeutic staff and prison authorities to function as a genuine team with a unified approach, as opposed to an aggregate of individuals, each exercising the precepts of his own rehabilitation philosophy.

The Draper Project had a staff of 40, including vocational instructors, basic education learning managers, guidance, placement and followup counselors, programmed instruction writers, an editor, public information specialists and paraprofessional assistants. These staff members created a special program of selection, counseling, testing, assessment, training, placement, followup and community sponsorship services for institutionalized offenders and developed programmed instructional materials for use in the training program.

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*Adapted from Phillips, Charles W., "Doing More Than Time." Employment Service Review, August-September, 1967, pp 29, 31, 35.

Inmate applicants were selected on the bases of standardized achievement tests, aptitude tests, personal interviews with the staff, and time remaining to be served in prison. Trainees who had educational levels in keeping with the requirements for classroom work in their chosen vocational fields and had a reasonable chance of obtaining parole soon after completion of training were given priority. (At the request of the Warden of Draper, there were a few exceptions to this rule.) Basic computation, communication and employment skills were provided in remedial and supplementary courses which ran concurrently with occupational training. In the final year of the project, applicants who did not have basic education skills required for course entry were assigned to a prevocational class where they were given individualized and group instruction 20 weeks in advance of occupational training. This last cycle of trainees continued to build upon basic skills while they were being trained in an occupation.

For the first two years of the pilot program, training was available in welding, electrical appliance repair, automotive service station attendant, bricklaying, barbering, technical writing and radio-television repair. The latter two courses were dropped at the end of the second year. (Refer to Occupational Training, Chapter I, this section.) At union request a course in sign writing was offered in the third year; the small electrical appliance repair (enlarged to include refrigeration and air conditioning) was lengthened to a full year.

The distinguishing feature of the Draper Project was its development and use of programmed instruction. (Refer to Section IV, Educational Technology, and the Occupational and Supportive Training chapters of this section.) The project created its own programmed materials for use in the classroom phase of vocational training. P.I. was also utilized in other phases of the project: remedial education, personal-social development and distributive education.

One of the primary barriers to the offender's acceptance by society is his inability to function socially. The goal of the remedial program was to raise a man's educational achievement level so that he might be eligible for advancement in his trade. Personal-social development classes sought to help trainees develop social competence--such skills as maintaining a neat appearance, applying for a job, relating to others courteously and getting along with others on the job and in the community. Guidance counselors were available to help students with their personal or training-related problems.

When the inmate's parole date was established, the job placement specialists on the staff visited employers throughout the state. Placing graduates was made difficult because students were not permitted to leave the institution for interviews and most employers did not find it feasible to come to Draper for job interviews. Even so, the job placement specialists, using photographs of the students and data from their files, were relatively successful in placing graduates in training-related jobs.

Most paroled graduates did not have money to live on until they drew their first paycheck. The Tuskegee Labor Mobility Project helped the graduates solve some of their problems by making them grants in amounts ranging from $65 to $145.30. These grants staked the graduates in making the transition from prison to community.

A followup component sought to assure graduates of supportive services in the free community and to gather data which would help the administration evaluate and refine the ongoing program. This component also sought to generate community interest and to get persons in the community to sponsor graduates upon release, thereby extending into the community the rehabilitative services begun in the institutional program.

CHAPTER I

THE COUNSELING PROCESS

> Counseling is the process of helping an individual to understand himself, his situation, and the relationship between the two in order that he may maintain healthy development, directed to goals of his own choosing.*

The prisoner, nurtured in the prison culture, has an exaggerated sense of failure and futility. Whether he assumes a basic posture of apathy or agression, his behavior is conditioned in anti-social terms. He takes on the inverse morality of the so-called "prison subculture." Even if he does not become completely immersed in the subculture, his long absence from free-world society sometimes renders him, upon release, helpless to cope even with ordinary situations which other people take in stride. If he strongly identifies with the subculture, only a life style which is more meaningful and satisfying to him can win him away.

It was our basic assumption that the semi-literate prisoner with no skills and with other characteristics common to the disadvantaged would need intensive and extensive attention if he were to learn a new life style and to resist the temptation to steal. We believed he would need a "total treatment program" which, as it sought to win him away from the criminal "anti-world," would prepare him to cope with the "free" world.

Based on this assumption, the Foundation's E&D proposal provided for a counseling component which would seek to fuse all other components of the program into a treatment process. The counseling component would operate on the belief that the vast majority of prisoners are not "mentally ill" and that because their criminal behavior is learned, rather than constitutionally determined, it can be modified. We further believed that the "treatment process" should simulate the free world as much as possible. Knowing that the extent to which simulation could be achieved "inside the prison" would be limited, we proposed that the counseling process carry through to contact with and involvement of the free community. Thus, we planned that counseling would undergird all phases of the treatment program: recruitment and selection, occupational training, basic education, preparation for release, job development and placement and community followup.

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*Westervelt, Ester. Quoted by Schlossberg, Nancy, "Counseling Adults," Adult Learning. Papers presented at the Adult Basic Education Pre-Institute Seminar at Wayne State University, Detroit, May, 1967, p 81.

EVOLVEMENT OF A TREATMENT TEAM

When the project began, there was little lead time in which to give staff in-depth orientation. Thus, the three staff members assigned to the counseling department--a vocational counselor, a personal counselor and a job development and placement officer--had to jump into the middle of their duties with only brief orientation to and, at best, a superficial understanding of what the Warden called "modifying the convict culture." They had not fully accepted the Project Director's belief that all interaction with inmates should seek to change the inmate's behavior by applying the principles of behavioral science's reinforcement theory.

UNDERLYING THEORIES

Draper's Warden, John C. Watkins, had said: "We have to begin by providing a climate in which he (the inmate) can complete his emotional development...it involves, among other things, standing as the 'father' figure he has lacked; giving him the discipline he needs and subconsciously wants; giving him something to believe in; and refusing to allow him to manipulate you. It is an attempt to redirect his demonstrated capacity for loyalty and adherence to a code of behavior. It is undertaken with his full knowledge of what is being done. It is a time-consuming and self-consuming process, but a rewarding one. I have concentrated on the leaders of the convict culture in the belief that their followers will continue to follow, regardless of the leader's destination."

John M. McKee, Project Director, who had worked closely with the Warden for about three years, had sought to analyze the Warden's methods. He postulated that the Warden was unconsciously using "reinforcement theory," the cornerstone of behavioral science, which describes how all organisms learn. Reinforcement theory holds that what an individual learns is contingent upon the consequences of his acts. Consequences which strengthen (reward) the behavior they follow are called positive reinforcers. (Reinforcers can either be rewarding or punishing.) For one "solid convict," the privilege of seeing the Warden often was a positive reinforcer. Because the Warden is in a position to cause things to happen quickly, he probably is the most powerful reinforcer--positive or negative--in the institution.

Dr. McKee further postulated that the Warden's work with the inmates incorporated techniques of persuasive argument, powerful logic, intense concern and *genuine involvement* in the life of the inmate. The question was whether these things which seemed to work for the Warden could be used by others. In his position as director of the Experimental Academic School, McKee found that he, too, could use some of the same techniques in motivating inmates to learn, to lead, to produce and to change. *Emotional involvement* in the inmate's rehabilitative program, immediate feedback, positive reinforcers, goal direction and follow through were all major elements in this process. It worked; inmates got their hair cut in the crew-cut style of the Warden, had their tattoos removed, enrolled voluntarily in the academic school, learned through programmed instruction, earned High School Equivalency Certificates, and proved themselves on the outside through successful adjustment.

With the advent of the Draper MDT Project, McKee and his staff had new and immediate positive reinforcers at their disposal--opportunity to learn a vocational skill, opportunity to relate academic learning to goal-oriented skill employment, relief from monotonous prison work, and, through demonstrated progress and behavior change, an excellent opportunity for earlier parole.

APPLYING THE THEORIES

With only a brief orientation, counselors had the task of getting recruitment and selection under way while they considered various means of weaving these underlying theories into a stereotyped MDT program. Their primary task eventually became one of melding into a unified approach the variety of "treatment" concepts held by staff members with varying backgrounds and experiences. In time, all would come to understand and would attempt to apply the reinforcement theory, but in the first few months, counselors had to determine exactly what the counseling process in an MDT program for prisoners would be.

The recruitment process brought the original counseling team of three into direct contact with the correctional staff and with potential trainees; it also taught them that a team approach was necessary to bring all factors to light in recruiting, selection, training, preparation for release and community followup.

During the recruitment process, counselors began to uncover the multi-faceted problems of prisoners. Most inmate applicants were found to lack purpose, a sense of direction, a belief that their problems could be solved. In addition to motivating them to set new goals, to strive toward self-improvement and to adjust to the new training environment, counselors realized they would need to help trainees with personal problems which arose because they were isolated from society: Contacting agencies which could give their families needed assistance, getting them social security cards or driver's licenses, getting families to correspond with or to visit trainees and to encourage them to make the best of their training opportunities. In helping trainees to solve personal problems which arose out of their isolation from society and which interfered with their training progress, counselors became an important link between the prisoner and the training program, the prison and the project administration, parole authorities, the prisoner's family and others in the community.

PROBLEMS

After intake, the requirement that inmates be in training eight hours a day tended to isolate counselors from trainees. They could not get to each other except during breaks, unless the trainee was referred by his instructor. (After hours counseling was prohibited by prison regulations.) Generally, instructors were reluctant to refer trainees because they felt they should be able to handle the problems which arose. Some instructors later admitted that their own lack of counseling experience hindered their recognition of the inmates' needs in this area.

As the staff discussed the trainees' problems during staff meetings, lunch breaks and after hours, all began to get a clearer picture of what the counseling process should be. Counselors began visiting classes to observe trainees; instructors sought out counselors to discuss problems; and both counselors and instructors discussed the most critical problems with the consulting clinical psychologist who worked two days each month with the counseling staff and with trainees whose emotional handicaps greatly interfered with training. When the staff began to understand the counseling function, the problem of how to get trainees into counseling reversed to the problem of how could counselors effectively deal with the large numbers who either requested counseling themselves or were referred by instructors.

When counselors were able to solve the trainees' personal problems, related training problems were also eased, if not completely solved. Getting holdovers or detainers dropped; helping to ease family problems; getting jobs; and performing other tasks impossible for an incarcerated person are only a few examples of the problems the counselors coped with. It should be emphasized that counselors did not make rash promises to solve all these problems; rather, they promised to work toward the desired ends. Some problems could not be solved. For example, serious detainers which entailed a great deal of public resentment were not within the counselors' purview.

These service aspects were only a necessary part of counseling. The most important counseling function, of course, was assisting the trainee to meet his responsibility to perform to the best of his ability both within the program and in the institution. The counselor-trainee relationship which was necessary to this function was difficult to achieve, since there were only three counselors to serve the trainees, some of whom were in training for only six months. The situation made it difficult, if not impossible, for the counselors to become closely involved with individual trainees. The problem then was how to involve other staff, particularly the instructors, in the counseling process. Since the inmates spent the greater portion of their training day with instructors, it seemed logical that instructors could be guided to play a major role in the counseling process.

INVOLVING OTHER STAFF MEMBERS

The consulting clinical psychologist, upon request from the counselors and administrators, conducted training sessions for the instructors, counselor assistants (College Corpsmen) and other staff to effect their involvement in the counseling process. There was some initial reluctance on the part of one or two instructors, but others were eager to try. Vocational instructors, with whom trainees spent six hours a day, were in an excellent position to listen to problems, even if it meant postponing skill work for a brief time. The trainees needed time to ventilate their concerns, particularly on Monday mornings after family visits, to someone who was willing to listen. Through the training conducted by the Clinical Psychologist, vocational instructors gained insight into the total program and were more willing to give support to other aspects of the trainee's schedule--remedial, personal-social, and counseling. They understood the trainees' problems more fully, and worked more closely with the counselors and other instructors to solve them. Instructors found out that their own involvement in the total life of the trainee paid off in the shops because trainees performed better when personal problems were not absorbing their energies.

College Corpsmen were involved to a limited extent in the counseling process. They checked the files of the trainees in the Warden's office, assisted in administering and scoring achievement and vocational interest tests and scheduled appointments for the counselees. After in-service training they conducted interviews, participated in group counseling sessions, and counseled individually with trainees. Inmates responded very well to the college corpsman. He was a successful peer with whom the trainee could identify; in certain situations the inmate related better with the corpsmen than with older members of the staff.

Some of the graduates with time left to serve before release worked in the office area as collaters, mimeograph machine operators and general office assistants. Working in these positions brought them in close contact with project writers, typists, the office manager and other staff, who gradually became sufficiently knowledgeable to serve in quasi-counseling roles. These assignments gave a number of inmates the opportunity to relate with free-world people prior to their release. Such working arrangements helped to simulate the free-world environment and to ease their transition from prison to community.

THE "STROLLING" COUNSELOR

Counseling took place in a variety of settings--semi-private offices, under the trees, in prison halls, in the shop areas, classrooms, during coffee breaks, at recreational events and during club meetings. Unfortunately, counseling offices lacked the privacy that was needed for intensive, confidential counseling. The counseling office reminded some trainees of an interrogation room in a city or county jail; getting these trainees into the counseling offices had to be a gradual process. Counselors found out early that informal contacts in the halls and at the work bench were needed before the trainee would come to the counseling room on his own. This is not to say that formal counseling was never conducted; it was, but the counselors learned quickly not to wait for the reluctant trainees to come to them.

THE PROCESS

In essence, from the efforts of all staff members to solve the trainees' many problems--whether they were directly related to training or were personal problems which interfered with training--there evolved a counseling process which encompassed:

Recruitment

This phase involved intensive promotion, processing voluntary applicants, testing, interviewing, checking institutional files, conducting orientation, scheduling applicants for the prevocational program and helping applicants make choices of training based on self-evaluation and program offerings. In efforts to recruit trainees, counselors went into the various institutions to explain what the program was all about. Announcements were posted throughout the system.

As volunteers made application, they were interviewed and tested. If accepted and not already housed at Draper, they were transferred there for training and were then oriented to the training program. They visited the various training courses where they had an opportunity to see ongoing classes and to talk with instructors about the training courses, the training requirements and job possibilities. Subsequent visits to the remedial and supplementary classes gave prospective trainees a view of the total training program.

> There was an average of five applicants for each training slot over the three year period. Testing, assessment, orientation and referral services were provided for considerably more than the recorded 650 inmates who did not enroll in the training program.

Selection

Trainees were selected by a committee composed of the Warden, Classification Officer, project administrators, counselors, job placement officers and a representative from the Pardon and Parole Board. Our contract required that those entering the program be in good health, at least 16 years of age or above, and have a demonstrated capability to benefit from training. At the request of the Board of Corrections, certain sex offenders were declared ineligible. An applicant was not rejected because of low test scores nor was he necessarily selected because of high ones. If a promising applicant with low test scores was thought to be capable of improving through remedial education, he was accepted.

> Forty percent (392) of the 980 recorded applicants were enrolled in training and 85% (331) of the enrollees completed training. Of the 61 who terminated before completion of training 34 (56%) dropped for good causes--earlier than anticipated release from prison being the major reason. The 27 who were dropped for bad causes had been disciplined by prison authorities for misbehavior in the prison during non-training hours and transferred to maximum security prisons. Sixty-six enrollees (19%) actually waived release time in order to complete training.

Application of the reinforcement theory

Counselors required that the trainees produce, do their best, stay out of trouble, and cooperate to the fullest in school and prison. If they met the requirements, counselors made records of trainees' progress available to the Warden, Parole Board, employers, judges, solicitors and others who could help secure an early release. Such progress could mean custody reduction, favorable recommendations to the Pardon and Parole Board, good jobs and the cancellation of detainers. Thus, motivation for training through positive reinforcement became the frame of reference for the counseling process.

Utilization of recognition and special awards

Counseling discussions centered around the theme of disrupting the trainee's failure spiral. A certificate of training, the graduation ceremony, the formal reception following graduation, High School Equivalency Certificates and special awards were used as means of reinforcing success experiences. Point systems were devised whereby inmate trainees could accumulate points and receive certificates and even monetary awards. Immediacy of rewards and feedback for accomplishment of short-range goals helped to offset the trainee's defeatist attitude and encouraged him to consider positive long-range goals.

> Our completion percentage (85%) was higher than that of other MDT projects in Alabama. The low drop-out rate might be attributed to the "captive audience"--prisoners. However, we believe that individualized instruction and the use of positive reinforcement by counselors and instructors to offset the trainees' low frustration levels and lack of perseverance had a great deal to do with preventing dropouts.

Continuous individual counseling

All trainees were scheduled for required counseling interviews during the first two or three weeks of training. All other individual counseling sessions were at the request of the trainee and/or his instructors. Through the initial interview and talks to all classes, a thorough interpretation of counseling and counseling services was made to all trainees and their instructors. Informal contacts in shops, in hallways during breaks, at recreational events and in other settings proved most effective in drawing trainees into the counseling offices.

Utilization of guided group interaction

The supplementary instructor (personal-social skill development) scheduled each trainee two hours a week for guided group interaction in which problem solving techniques, role playing, ventilation sessions, film presentations, and guest lectures (employers, mental health representatives, longtime successful released offenders, parole officers, counselors, psychologists, the Warden, and the project administrator) were utilized to effect behavior change. Topics covered included good grooming habits, job interview, money management, and many problems the prisoner faced in day-to-day confinement. A "homemade" problems checklist was completed by each trainee. After tabulating the problems which seemed most common to the group and determining rank order, a schedule for discussing these problems was made by the instructor and a committee of trainees.

Utilizing the knowledge and teaching ability of the Clinical Psychologist to put instructors on the "front line" in the counseling process

Instructors, particularly vocational instructors, had continuous, daily relationship with trainees. Once trained in techniques of individual and group involvement, instructors began to play a major role in the counseling process. As a result they were able to screen out problems common to the group and refer to counselors and the clinical psychologist only those trainees who needed professional counseling assistance.

Referral

Applicants not accepted for training were referred to other projects at Draper, to Vocational Rehabilitation Counselors, or to the prison medical staff for physical or mental treatment.

In August, 1967, the State Vocational Rehabilitation Service placed three fulltime counselors in the prison system--two at Atmore and one at Draper. MDT counselors worked very closely with the latter, furnishing information from the trainee's file as a means of evaluating eligibility for VRS services. VR provided group therapy, physical and mental correctives and many other pre-and post-release services to our trainees and to other inmates. Some of our graduates were, upon release, housed in vocational rehabilitation residences and continued to receive services until adjustments were made.

Pre-release job placement counseling

During the last three weeks of training, the job placement officer talked to each class and explained what procedures he and the trainee had to go through to locate jobs, plan for home programs, get needed licenses and tools and discussed problems singular to each individual, such as money needed for advance payment of room and board before first payday.

Having ascertained the trainee's desires and needs, the instructors' evaluations of progress, counselors' recommendations, and all other aspects of the trainee's employability, the job placement officer sought out employers who had vacancies and were willing to hire trainees. When jobs and home programs had been secured, the Pardon and Parole Board was sent a complete copy of the trainee's post-release plans. If they approved the plan, the trainee was scheduled for release.

> As of June 1, 1968, 290 trained releasees had been placed in jobs; 41 had planned job programs and were awaiting release. Seventy-two had been returned to jail or prison since release but 12 of them had been re-released; a total of 230 graduates were working in jobs.

Community followup counseling

Releasees, their employers, families, and parole officers were visited periodically to help the releasee in his adjustment to the "free world"; to get new jobs for those who had lost them; to foster better acceptance by society of the releasee--particularly by employers and other community groups--; to determine how effective the vocational training and rehabilitative efforts were and to investigate available community resources and refer releasees to these resources.

> Over 1,205 followup visits were made on behalf of graduates during the program's operation. One hundred and twenty (120) graduates who lost or quit initial jobs received followup assistance in finding second or subsequent jobs; nearly all stated that their salaries or working conditions improved. Evaluative data gathered by the followup team helped the administration to strengthen the treatment process and to secure specific community involvement in the rehabilitation process.

Involving families in the counseling process

In isolated cases, direct family counseling helped to ease the trainees' transition from prison to home community. However, the full potential of this aspect of the counseling process was unrealized. An overloaded counseling staff was never able to work with families systematically. It is significant that families of over 250 trainees visited or corresponded with the project in response to letters from the staff which encouraged their support of the program and their son's participation in it.

CONCLUSION

The Draper Project demonstrated that intensive vocational and personal counseling does assist in modifying the psychological and behavioral problems of trainees, thus enabling them to become employable persons who are capable of adjusting to the demands of free society. We believe counseling played an important part in reducing the trainees' recidivism rate (70% pre-training compared to 32% post-training); however, it was not possible to isolate counseling as a specific variable and determine its weight or value in recidivism reduction. We did demonstrate that the needs of inmate trainees are so great that they cannot be met through a compartmentalized approach which makes counseling the exclusive territory of the professionally trained person. Ideally, the counseling process is a treatment team approach--a philosophy which permeates the entire program--which is participated in by all who work with the trainee: instructional, administrative and counseling staff as well as consultants and community volunteers.

The project also demonstrated the effectiveness of training all staff, particularly instructors, to serve in quasi-counseling roles. By having instructors to serve on the "front line" in the counseling process and other staff to support their efforts, each trainee was given an opportunity for continuous interaction with role models who were capable of helping him solve minor problems and of guiding him to achieve goals. Simultaneously, this approach freed the professionally trained counselors and consultants to work with trainees who needed in-depth treatment.

CHAPTER II

OCCUPATIONAL TRAINING

> . . . work and occupation are linked to social status in our industrial society and have a profound effect on the development of self-confidence, personal identity and the capacity to be an effective self-manager.*

Occupational training was to be the major weapon from the arsenal of techniques we proposed to use in attacking the problem of guiding prisoners toward more useful lives beyond the prison walls. It was suspected that skill training alone would not do the job. By 1964, free-world manpower programs had already discovered the fact that many of their trainees required more than skill training or basic education in order to become employable. We believed that these findings of regular MDT programs must surely hold true for prisoners whose isolation and criminal records differentiated them from other MDT trainees in degree of needs, if not in kind. Therefore, it was our basic assumption that skill training must be combined with other services, such as counseling, job development and placement and community support and follow through if the program were to be truly rehabilitative.

GOALS

The project's primary training goal was to provide occupational training and related skills requisite for the unskilled inmate to become employable; the specific goal of occupational training, then, was to train the inmate to at least entry-level proficiency in one of eight occupations.

TYPES OF TRAINING OFFERED

Our first training agreement called for training a minimum of 120 youthful offenders as entry-level Auto Service Station Mechanic-Attendants, Barbers, Bricklayers, Repairmen of Small Electrical Appliances, Combination Welders, Radio and Television Repairmen or Technical Writers. Factors which governed the selection of these seven out of 12 proposed courses were the recommendations of state and local employment offices, labor unions, management organizations, parole supervisors; statewide employment opportunities; training deficiencies among the target population; and the space available at Draper Correctional Center.

The training opportunities available to applicants were unchanged in the second year of the pilot project. By the third year, however, job placement and followup data dictated certain changes as did requests from employers and unions. The changes made during the last year of the project are reflected in Table I. The Technical Writing Course was dropped because of inability to place ex-offenders in training-related positions. Employers were skeptical of the skill of technical writers who had no college training and reluctant to hire them in offices where women were employed.

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*Sullivan, Clyde E. "The Management of Transition from Jail to Community." Paper presented at the Conference on Education and Training in Correctional Institutions, Madison, Wisconsin, June, 1968.

The seasonal nature of small electrical appliance work had already resulted in some graduates' being laid off during slack operations. (There appeared to have been no discrimination here; the last person hired was the first to be laid off.) Efforts to solve this problem uncovered the need for repairmen of larger electrical appliances and an urgent need for air conditioning and refrigeration repairmen. Thus, it was the labor market which influenced our decision to shift the emphasis of electrical appliance repair training to refrigeration and air conditioning and extend this previous six-month course to a full year.

Several factors had a bearing on the decision to drop the Radio-Television Repair Course. First, the teacher-trainee ratio requirement for the third year was extended from 10 to 15. Competition for trainees (there were by then two additional educational programs in operation at Draper) had screened out many of the inmates who had grade levels and sufficient educational background to master related theory. When the quota could not be met and we were also unable to find an instructor to replace the one who resigned at the end of the second year, the course was dropped. (The low rate of pay offered to some of our graduate TV repairmen was another factor which led to this decision.)

The one-year Sign Writer Course was added at union request and upon receipt of a number of supporting agreements to hire trainees from employers in surrounding communities.

PARTICIPATION

A total of 391 inmates entered the program for many reasons. Some of the primary motives we detected within the student body were that the program gave them

- an alternative to prison work assignments
- an opportunity to win the pardon and parole board's consideration of an earlier parole
- an opportunity for skill training which would help them to get a job
- a chance for educational betterment, that is, to win a GED certificate, gain a good basic education, or prepare for college entrance
- a chance to enhance their prestige within the system

All of the 331 students who completed training in the MDTA Project were fulltime students. There were no night programs, although many men studied on their own after regular school hours.

Interest in the program was always high within the prison community. However, there was not nearly the onslaught of applicants during the last year that we had during the first year, probably because more opportunities for training existed. By the third year there were three projects operating within the institution: our two and the J. F. Ingram State Trade School.

Because our trainees were imprisoned, there was no voluntary absence from classes. Attendance was perfect except in cases of illness, internal (prison) disciplinary action, or other institutional action (appearance before the parole and custody boards, etc.).

Dropouts

In the MDT program, 61 or about 18% of the original 391 trainees dropped out of the program. To arrive at a more meaningful dropout rate, we divided the total dropouts into "good" and "bad" causes: 10% were dropped for good cause; 8% for bad. Good causes included parole or release by prison authorities earlier than had been predicted at the start of training; lengthy absences from class for detainer trials; or reasons other than training-related problems, such as transfer to another institution. Bad causes included stealing from project supplies, sniffing glue or other substances, refusal to work or total lack of cooperation with project personnel. Taken in this context, the dropout rate could more accurately be considered about 8-9%. We conducted no formal followup of dropouts.

Composition of Cycles: Age and Race

As the project continued operation, older inmates and a larger percentage of Negroes were accepted for training. (See Tables II and III.) During the first training cycle only 22% of the trainees were over 21 years of age. During the second year, this percentage increased to 42%. During the third cycle, well over half of the trainees, 54%, were over 21 years of age. Likewise, the ratio of Negro to Caucasian trainees increased from 1:7 in the first year to 1:3 during the final cycle of training.

COORDINATION

The training program was planned and organized by the Project Director with the aid of consultants. Course outlines were developed with the assistance of the State Division of Vocational Education. This agency also had the responsibility for approving and administering the program. Supervision for oganization and development was provided by the State Supervisor of Manpower Development and Training. Direction and coördination of all phases of the training program were the responsibility of the Draper MDT Program Director.

The program was staffed generally by tradesmen-turned-instructors: master craftsmen whose training and work experience qualified them to teach others the trade they had mastered. These instructors were given pre-service and continuous in-service training, particularly in the areas of job analysis, teaching techniques, test item construction, instructional sequencing, evaluation, etc. See Section VIII, Staffing and Staff Development.

The Materials Development Unit Staff worked directly with occupational instructors in an effort to develop materials which would meet the individual training needs of the inmate population. There was also a close working relationship between the occupational instructors, the counselors and the basic education instructors, with each supporting and giving feedback concerning the phase of the program for which the others were responsible.

PROBLEMS

During the first year of operation, we identified problems we were unable to solve within the contractual framework of the MDT program. These critical problems fell into two broad areas:

Trainees within a given class presented such a wide variety of educational deficiencies that even the use of programmed instruction failed to meet some of the needs. Not only was there a wide gap in the educational ability and achievement of trainees within a given class, there were also many trainees who were such poor readers that they could not effectively use programmed instruction. Furthermore, materials being developed for use in shop instruction were far behind schedule. The wide variety of educational deficiencies could be effectively coped with in remedial classes where commercial programmed instruction was being used almost exclusively, but the progress there was not swift enough to prepare trainees with exceptionally low educational attainment to master shop-related class work.

Instructors needed special training to meet the training needs of inmates who were suspicious of authority figures, poorly motivated and failure prone.

Attempts were made to solve these problems individually:

More vocational programmed instructional lessons were begun, but progress in the materials development unit was slow.

Inmates were screened six months in advance in order to route those with low educational achievement through the NIMH project to prepare them for the MDT program. Scheduling applicants for pre-training in the NIMH project took too many of the prisoners off regular prison work assignments. By the time applicants were accepted for the second cycle of training, we realized that low educational achievement was a problem we were going to have to live with.

Although we were hardpressed to find leadership for in-service training for the instructional staff, sessions were arranged during lunch hours and after work in which staff were encouraged to exchange experiences in an effort to come up with more effective techniques for meeting the training needs of this special group of disadvantaged trainees.

However, in an attempt to solve problems identified in the first year, we submitted a proposal in August of 1965 for a computer-assisted instruction system designed to overcome these problems. We believed computer-programmed instruction synchronized with audio-visual demonstrations of the task to be accomplished would remove the inmate trainee from the threat of direct encounter with what he considered to be an authority figure. The master tradesman's knowledge could be transmitted to the student through the computer. Even poor reading skills could be improved with this system. A key feature of the system would have been its ability to redirect the trainee through unlearned material without his being aware of failure. Another important feature of the proposal was the capability of training instructors while the system was not in use by trainees. Still another plus feature would have been the system's capability of storing and sorting the valuable data we were gathering on trainees and their learning problems.

Unfortunately for us, all C.A.I. proposals were granted to institutions of higher learning where, in some instances, the expensive computer equipment was already set up. When subsequent proposals, such as a proposal for an adult basic education program to feed into the MDT program, failed to materialize, we put more emphasis on reading improvement in an effort to prepare inmates for occupational training. Our experiences were reported in a paper entitled, "Improving the Reading Level of Disadvantaged Adults" released in January, 1967. (Refer to Publications List in Section X, Dissemination.)

ACHIEVEMENT OF GOALS

In our various attempts to solve individual training problems, we achieved success in developing a systematic approach to the use of programmed materials which is discussed in Chapter III of this section and described in detail in Volume III. We were also successful in training inmates, even those who were poor readers, to entry-level performance in the occupational courses we offered: only three of our trainees were released from jobs for inability to perform assigned occupational tasks.

Although significant progress was made by certain of our instructors in individualizing occupational training, we were never able to develop team proficiency in this art until the latter part of our last year of operation. Thus, the individualized approaches used by occupational instructors were never systematized as was done in our Basic Education program. While the programmed materials developed by the project greatly facilitated individualization, the Materials Development Unit could not produce enough materials to meet the demands of our target population. Providing instructor training in the programming process facilitated a team approach to programming and in the last year of the project we made rapid gains.

Programmed instruction proved an effective means of permitting each trainee to study computational or language skills directly related to his occupational course at his own pace. Even more important, it immediately provided the success experience he needed to change his poor attitude toward the academic learning situation.

INDIVIDUALIZED INSTRUCTION

The most significant aspect of the Draper project's approach to occupational training was its attempt to individualize instruction. When the proposal for an MDT project was submitted, we had the advantage of the experience gained in the NIMH Project at Draper which had been operating for two years. Our plan was to use already-published programmed instructional texts in both basic education and occupational training to overcome student deficiencies. We also proposed to develop, on a demonstration basis, programmed materials in critical training areas in which instruction needed improvement or for which no P.I. materials existed. (Refer to Section IV, Educational Technology.) Thus, the training curriculum was developed with the overall aim of the MDT project in mind: to make the target population employable as rapidly as possible.

RELATING TRAINING TO THE NEEDS OF TRAINEES

Two characteristics of the inmate population were of paramount importance in planning and implementing the training program. One was the *inmates' attitudes toward education.* Most had experienced only failure in public school and in a formal learning situation were found to be either apathetic, hostile, suspicious, aggressive or resistive. Many viewed any educational activity as an insurmountable obstacle course. Others were likely to treat the program as a game of wits with authority as the opponent--they would conform, hoping to secure earlier release or in order to avoid a prison work detail.

The other characteristic was the *wide-spread variety of learning deficiencies.* We had one occupational class of 80 whose grade level placement scores ranged from third grade to second year college. This uneven pattern was an individual as well as a group characteristic. When grade placement scores on subtests of standardized achievement tests were charted, there were found numerous peaks and valleys, as illustrated by Table IV.

These characteristics--*poor attitudes* and *knowledge gaps*--emphasized the importance of providing an educational program which would meet the needs of the individual. His training program would have to be related to his own goals and the relationship would have to be clearly defined for him. (For many, the first step was to help them set *realistic* goals.)

We also had to take into consideration the fact that inmate trainees could not tolerate frustration: when asked to study material they already knew or material at a level for which they were not ready, they were frustrated and would give up. Thus, we concentrated on the trainee's "valleys"--his general deficiencies.

These characteristics also meant that a conventional classroom approach had best be avoided because it would spell failure to the inmate who had a deepseated need for success experiences. Further, the conventional classroom, as we knew it, seldom took into account the disadvantaged trainee's unique pattern of knowledge and ignorance. If he were to be caught up in the educational process, the program would have to be designed to fit his needs alone.

Thus, we began at Draper with an assessment of the inmate's deficiencies. Our method of determining his deficiencies began with an assessment of the skills and knowledge the inmate already had; this was the phase of the counseling process we called assessment.

ASSESSMENT

All applicants for training were administered a standardized achievement test, a test of mental maturity, an aptitude test and a vocational preference inventory. Each applicant's scores gave us a gross picture which we used as the basis for counseling. In the counseling session (or sessions) the test scores and results were interpreted to the inmate, and he was helped to select a vocation and to set educational goals which were in keeping with his vocational aptitude, attitude, ability and interests.

ORIENTATION TO THE WORLD OF WORK

Applicants were then given an orientation to the occupations in which training was being offered.

> During the orientation period, all potential trainees were exposed to the available courses for a few days during which time instructors explained to the applicants the features of the particular courses, presenting both advantages and disadvantages. Prospective trainees were also given information as to the salaries they could earn, job advancement possibilities, and the progress and placement of previous trainees in the particular trade. Instructors informed applicants what would be expected of them both as trainees and as tradesmen, related the occupational training to the remedial and supplementary training they would receive, and allowed the candidates to perform some related task in each of the occupational courses prior to stating their final preference for training. (McKee, Seay, Adams--7th Progress Report--1965)

FORMULA FOR INDIVIDUALIZATION

Once the inmates were enrolled in one of the occupational courses, both staff and trainees had a reference point from which to begin developing individualized training plans. At Draper, we used the formula M-I=D to describe our assessment and individualization procedure. The *M* stood for "Mastery," that is, a description of all the knowledge and skills the trainee would need to succeed in a particular vocation--the "book learning" and personal-social skills as well as the vocational skills. The *I* in the formula stood for the "Initiate" inmate's repertoire--the skills and knowledge he already had. When we subtracted *I* from *M*, we arrived at *D* the "Deficiency," or what the trainee needed to learn.

OVERCOMING DEFICIENCIES

When the inmate began actual training, he spent an average of 28-30 hours per week in occupational training. Approximately one-third of this time was devoted to trade-related theory; the remaining two-thirds, to observation of mastery performance and to shop practice and performance.

The remainder of his training week, from 10 to 12 hours, was spent in Basic Education.* His course in basic education was planned on the basis of the training requirements of the trade he had chosen to pursue and his scores on the standardized achievement tests. Since his achievement test scores were a rough measure, they served only as a reference point. His instructor's job analysis and an item analysis of his test scores, including further diagnostic testing, were the methods by which we pinpointed the exact deficiencies for which we prescribed "treatment."

METHODOLOGY

Use of P.I.

Programmed instruction (PI) was the chief vehicle by which we achieved our goal of an individualized learning system for each student. The core of a trainee's course of study consisted of programs or parts of programs which dealt with his specific deficiencies. (To treat deficiencies which were common to small groups and to provide enough variety to ward off boredom, we also used materials programmed for group use, guided group discussions, academic games, and, sometimes, person-to-person rather than program-to-person tutoring.)

A Case Summary

The following case summary will indicate how the individualized system was actually applied.

Test results and counseling indicated that Dan's aptitudes, interests and ability were such that he could successfully complete training in sign writing, the course for which he had applied. Accordingly, he was enrolled in this 12-month course.

Dan claimed to have completed the tenth grade in public school; however, he scored at the 7.8 level on the Metropolitan Achievement test administered at the beginning of the course. Scores on the subtests were as follows:

Word Knowledge	10.8
Reading	9.7
Spelling	5.9
Total Language	6.2
Arithmetic Computation	6.6
Arithmetic Problem Solving Concepts	7.8

After days of practicing lettering and listening to the "theory behind the trade," Dan was given his first assignment to letter and paint a complete sign. The instructor had made Dan's assignment a simple one to ensure that the trainee would be able to achieve a measure of success. Dan successfully lettered and painted a sign for the project coffee shop:

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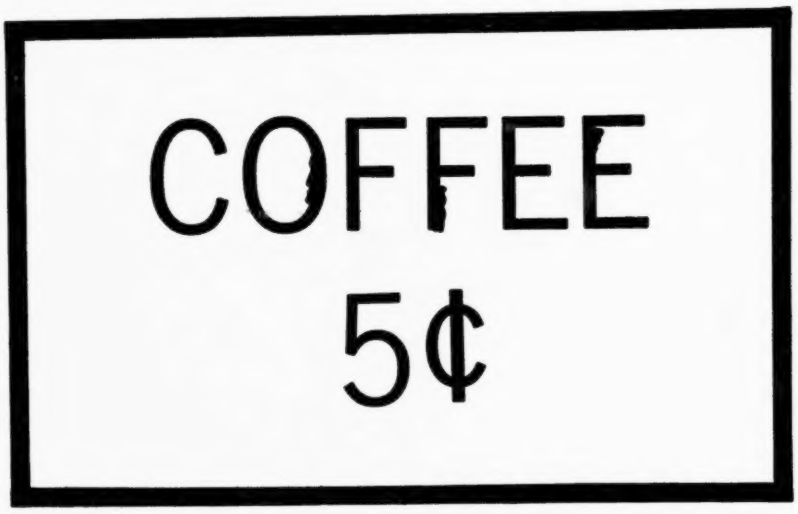
*The number of hours per week varied, but only slightly, from course to course and from year to year.



The instructor congratulated him on his success. When Dan, critical of his own work, complained that the margin of his letters were ragged in several places, the instructor demonstrated how he could lighten his brush strokes as he approached the edge of the letters. On the basis of the successful completion of his first job assignment, he was given a second, more difficult assignment.

Dan liked working in the sign painting shop and frequently stated a wish to spend all of his training time there. He exhibited no interest in the basic education class which he saw as interrupting his skill training.

Weeks later, when the instructor came to check a sign Dan had completed, he found four misspelled words. And, on this more difficult task, he had become mixed up on measurements: his sign was out of proportion.

Dan had little difficulty, then, in accepting his need for the study of English and arithmetic when he learned from his instructor that mistakes would result in his having to repaint signs. Having seen how English and arithmetic were necessary for him to do the sign-painting job right, he began to apply himself in the Basic Education Classes. He had been assigned parts of English programs in this sequence:

Basic Sentence Patterns
Punctuation
Spelling, Part I
Spelling, Part II
Vocabulary Building
Punctuation

He failed the posttest on Part II of the spelling course, but after further study and review, he passed the test with a score of 90. The vocabulary building course proved to be too advanced for him, and he was permitted to drop it. He passed the other courses with scores ranging from 88 to 100 on the final exam.

He was assigned Book II of a seventh grade math course and made a score of 94 on the final test. He then completed Book III, scoring 88 on the exam.

At the end of the six months during which Dan devoted 8 hours a week to his studies, he was retested on a different form of the MAT. His overall grade placement score was 8.5 Subtest scores were:

Word Knowledge	9.9
Reading	9.9
Spelling	8.5
Total Language	7.3
Arithmetic Computation	7.5
Problem Solving Concepts	7.7

We believe that the loss on the Word Knowledge score and the slight loss on the Problem Solving Concepts score were very likely due to "errors of measurement"--the sample of items in these subtests did not reflect the probable slight gains Dan had made.

Since sign writing was a 12-month course, Dan continued to spend 8 hours a week in communication and computational skill development courses for another six months. He completed 7 units of a basic math course, 7 units of an English course, and a 40-hour reading improvement course which stresses vocabulary development. When he was tested again at the end of six months, he achieved a 9.7 overall grade placement score. Subtest scores were:

Word Knowledge	11.4
Reading	10.8
Spelling	7.1
Total Language	8.1
Arithmetic Computation	10.8
Arithmetic Problem Solving Concepts	9.7

With 400 hours of instruction, Dan's grade placement level increased by almost two grade placement scores. (Refer to Table V.) But note that his subtest scatter was still significant, which was frequently the case with inmate trainees. In the cases of most trainees, gain was uneven, but it usually followed the pattern of raising significantly the weaker entry skills.

When Dan found he was hindered in shop work by incompetence in an academic area upon which the successful performance of a skill was dependent, the relationship between remedial and occupational training began to make sense to him.

Likewise, when he learned that the personal-social behavior expected of him as a trainee, such as reporting to classes on time, would help to shape the behavior which would be expected of him on the job--reporting to work promptly--the training he was getting in personal-social classes made more sense to him, too.

CREATING THE PROPER TRAINING ATMOSPHERE

Our understanding of inmate characteristics led us to subscribe to the theory that learning situations should be trainee-oriented. Through experimentation we found that a positive reinforcing atmosphere for learning could be created by:

> Providing a friendly, accepting and encouraging staff. Staff did not moralize about the reasons the inmate was participating in the program. What if he were using it to get out of a work detail? Staff felt that even if he were merely looking for a "soft-lick," he could be motivated to seek more. They simply took advantage of whatever may have been his motive at the time, then set about to build up more stable and enduring ones.
>
> Instead of using negative directives and rules, we posted positive, inspiring, ego-boosting signs that stated our belief in the trainees.
>
> We provided orientation materials that precisely explained expectancies, purposes, rules and procedures in simple, clear language. Thus, we attempted to have consistent and fair rules--but only a few of them.
>
> We provided a complete system of feedback to the learner. Individual and group progress charts that had daily entries and weekly summaries were helpful. Feedback was given in every significant area of performance. Counseling sessions devoted primarily to the discussion of progress rather than psychological and deeply personal problems were scheduled.
>
> We called them trainees; the term "student" is often in bad repute.
>
> Our facilities were less than desirable but at least provided the trainee a measure of privacy. We tried to control or eliminate anything that interfered or competed with learning. Industrial research had shown that productivity which is not assembly-line linked can be increased by semi-isolation. Our experience at Draper demonstrated that the learning carrel or booth was an effective way to cut down on distracting stimuli. Since much of the learning was self-instructional, semi-isolation was both feasible and beneficial. For small group instruction, we used a conference table and appropriate visual aids. This method was desirable when all trainees needed the same information, or when interaction was needed to achieve a goal. The change also broke the monotony of working alone.
>
> We sought to continuously develop new methods of motivating the learner.

MOTIVATION

Motivation for behavior change and educational achievement is not easily come by with the offender whose incentive has been extinguished by consistent failure. Yet, motivation of the trainee is one of the most important functions and one of the most difficult problems of a manpower program for prisoners. We came to learn that motivation has to be as carefully planned for as course content.

Since it was and is our basic premise that motivation is enhanced by reinforcement, the staff was given training in the application of reinforcement theory. Principles of reinforcement theory (successive approximations, immediacy of reinforcement, extinction, generalization, etc.) were applied to specific training problems and situations that instructors, counselors and other staff members met every day. Thenceforth, the entire staff kept before them the scientific principle of reinforcement theory which holds that behavior is strengthened or weakened by its consequences.

Because the offender has a history of constant failure, he needs experience with the positive reinforcer we call success. And he has no appetite for *occasional* success; he must have rapid and certain achievement with no public disclosure of his ignorance or his mistakes.

Individualized Instruction

Motivation began with assigning the learner the tasks and materials which taught exactly what he needed to know. He was not subjected to the boring task of repeating what he had already mastered or the frustration of trying to tackle tasks for which he was not ready.

In short we found that the inmate learned best if he perceived his own need for what he was learning. To achieve individualization, the project learned heavily on the use of programmed instruction (P.I.).

Good P.I. materials are so constructed that it is difficult if not impossible for the learner to fail. The offender's initial experience in using P.I. may well also be his initial experience of success in learning. He can answer correctly the questions posed as part of the programmed material, and he finds out almost immediately that he has answered correctly. The pleasure of being correct reinforces the behavior--learning--which is rewarded with the feeling of pleasure. This immediacy of feedback is one of the most important features of programmed instruction. The student can assess his progress at every step along the way. Learning theory is quite insistent that the learner, whether he be human or animal, must have feedback on his performance.

Since methods of instruction other than P.I. were used, we provided feedback for the learner in the form of progress charts, teacher-student conferences, even the old-fashioned report card.

Around this principal motivational technique--individualized instruction--was built a system of extrinsic reinforcers which were applied frequently and immediately in an effort to keep the inmate involved in achieving long-range success. (Since achievement of long-range goals delays reinforcement, it is necessary that a trainee be helped to set intermediate goals so he can receive reinforcement and realize that he is making progress.)

We were able to get trainees to increase their academic productivity by paying them for points earned by completing programmed instruction. A point value was assigned to each programmed course on the basis of its length and difficulty, and the monetary value of the points was established. A trainee could then earn money according to his own productivity. He was not, however, paid for merely completing frames. He had to pass unit and/or final examinations in a course in order to earn points.

Such a plan offered flexibility in delivering reinforcement. For example, trainees might have been paid once a week for all points earned in that week; or they might have been paid whenever they accumulated a certain number of points; or payment for points earned in one course could be made contingent upon earning points in another course. The instructor could schedule reinforcement and vary the schedule as he saw the need.

A similar plan was used to allow trainees to earn points for progress in skill and personal-social training.

Money as a Reinforcer

The plan just described made use of one of the most powerful of all reinforcers--money. The offender is not motivated by the thirst for knowledge--certainly not at first--but money is very attractive, and he will work for it. Used as a reinforcer, money should have response contingencies. In other words, the learner should receive money only after he has delivered specific production that meets a criterion established by the educational system.

Money is an effective reinforcer; it is clean-cut, scaled and tangible; and it can be applied specifically to a particular set of response contingencies. However, it should be used sparingly and only rarely for time-interval behavior--not pay by the hour, for example.

General Reinforcers

A large number of general reinforcers are available to prison educational systems. One such reinforcer is the opportunity to learn a vocational skill of the inmate's own choosing. This training opportunity will frequently cause him to be receptive to basic education, especially when he can see how it is necessary in the trade he is learning.

Another general reinforcer is the inmate's awareness that his learning efforts are assisting him to get an earlier parole. Another may be his successful efforts in preparing for the Tests of General Educational Development for a high school equivalency certificate. While these general reinforcers motivate the inmate to get into and remain in an educational program, they are frequently not strong enough to maintain learning at a very efficient level. But in combination with more specific reinforcers (feedback, the relationship with an instructor, interest in the subject matter, money for learning, etc.), they contribute to the total reinforcing atmosphere in which learning takes place.

The Human Side of Motivation

The needs of our trainees frequently reminded us that motivation is more than a cold, diagnostic and prescriptive process of arranging learning contingencies or of making precise analyses of objects and events that are reinforcing for each learner. A genuine interpersonal relationship with another significant human is basic to all motivation. The inmate who is seeking a personal identity either in peer relationships or groups (largely of a law-breaking nature), is accessible to the establishment of a relationship with instructors or other staff personnel. Such a relationship may be the medium by which the inmate internalizes the values, hopes, and aspirations of his middle class instructor and helps him achieve the personal identity he seeks. Belonging to an anonymous group in which he has difficulty differentiating himself as a person with particular self-interests, self-established goals, and self-reliant methods of achieving these goals, implies that the differentiation of self from the group is an important facet of securing personal identity. The inmate has already discovered that he cannot find this personal identity through allegiance with the group or with the criminal code. Even though such allegiance is partially satisfying, the inmate cannot acquire identity from a situation where neither he nor other members of his group have contributed any identity-forming actions. Beginning a process of personal interaction with instructors or staff members, the initial step is to allow identification, which is obviously at a low or immature level, to occur. By identifying with the instructor and beginning to incorporate and imitate his actions, verbal expressions, and goal-directed behavior, the inmate develops the repertoire for a later separation from such role-models as he differentiates his own needs, wants, and motives from the instructor with whom he originally identified. As he does this, in a very slow but necessary growth process, he develops a unique personality and self-identity. There is increasing differentiation of himself from the rest of the world which is part and parcel of the motivating process for social, economic, and professional attainment in his world. It becomes self-perpetuating. Success breeds success.

Table I
Training Cycles Showing
Number of Graduates
in the Course

CYCLE	ASSMA	Barber.	Brklyr.	SEAR	Welder	Radio-TV	Tech Writing	EAR	Signwrit.	TOTAL
* First Session	9	10	10	8	9					46
Second Session	10	9	10	10	10	10	9			68
Total	19	19	20	18	19	10	9			114
** First Session	12	13	10	12	12					59
Second Session	10	8	8	6	9	8	9			58
Total	22	21	18	18	21	8	9			117
*** First Session	10	9	10		12					41
Second Session	7	8	14		13			10	7	59
Total	17	17	24		25			10	7	100
Grand Total	58	57	62	36	65	18	18	10	7	331

* Training Agreement 1
Ala (M) 5001-000

** Training Agreement 2
Ala (M) 6068-000

*** Training Agreement 3
Ala (M) 7005-000

Table II

AGE OF TRAINEES BY CYCLE

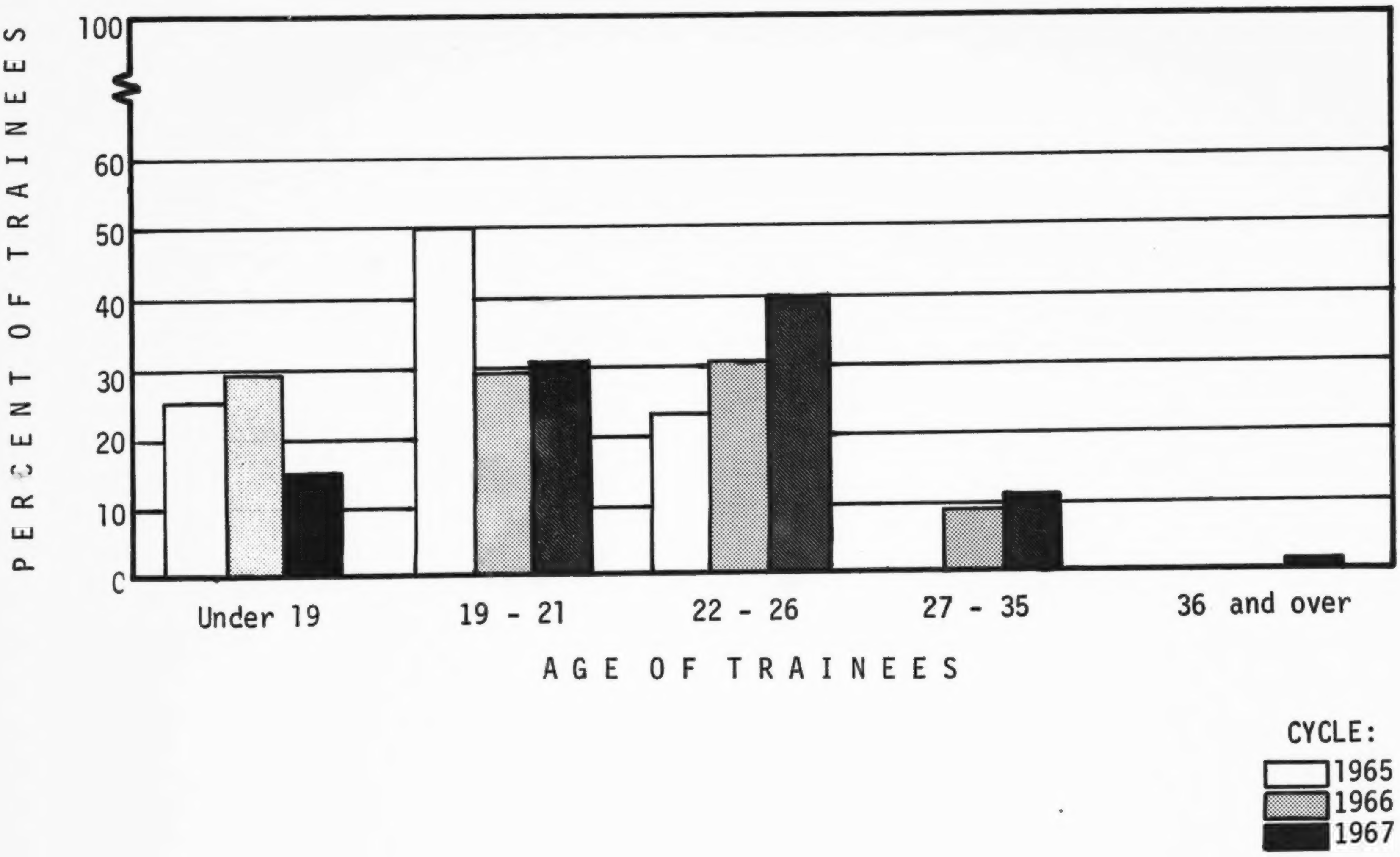
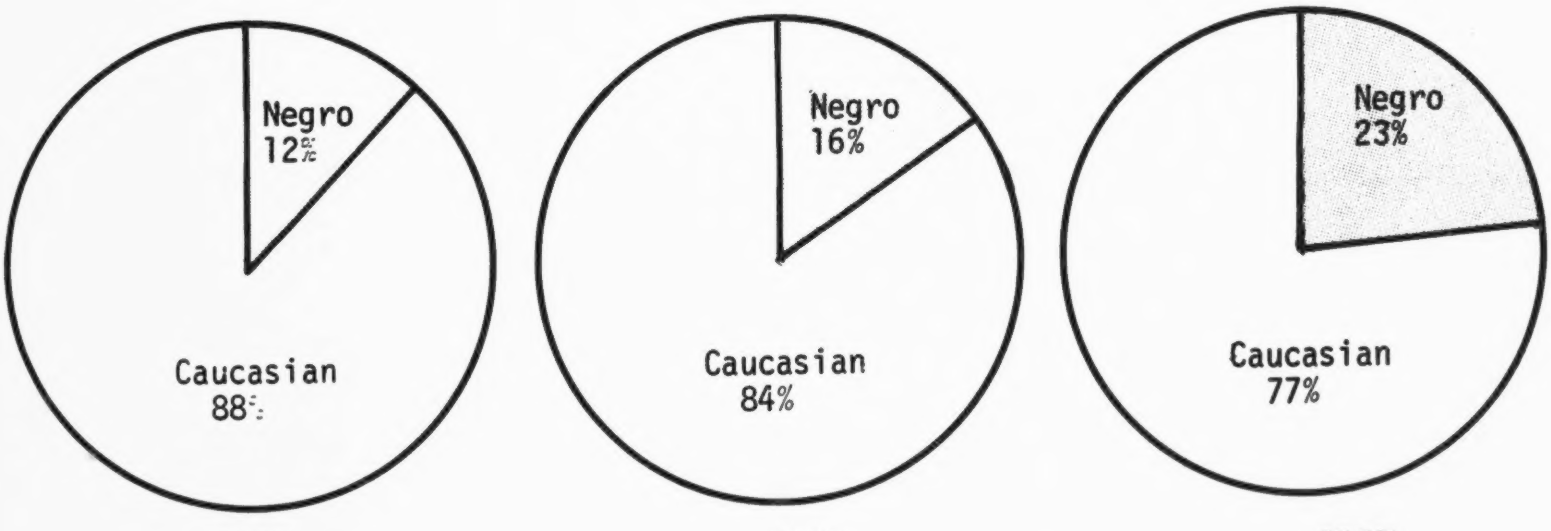


Table III

Racial Composition of Training Cycles



1965
Total 114

1966
Total 117

1967
Total 100

Table IV

DRAPER TRAINEE'S GRADE PLACEMENT SCORES ON SUBTESTS OF THE METROPOLITAN ACHIEVEMENT TEST

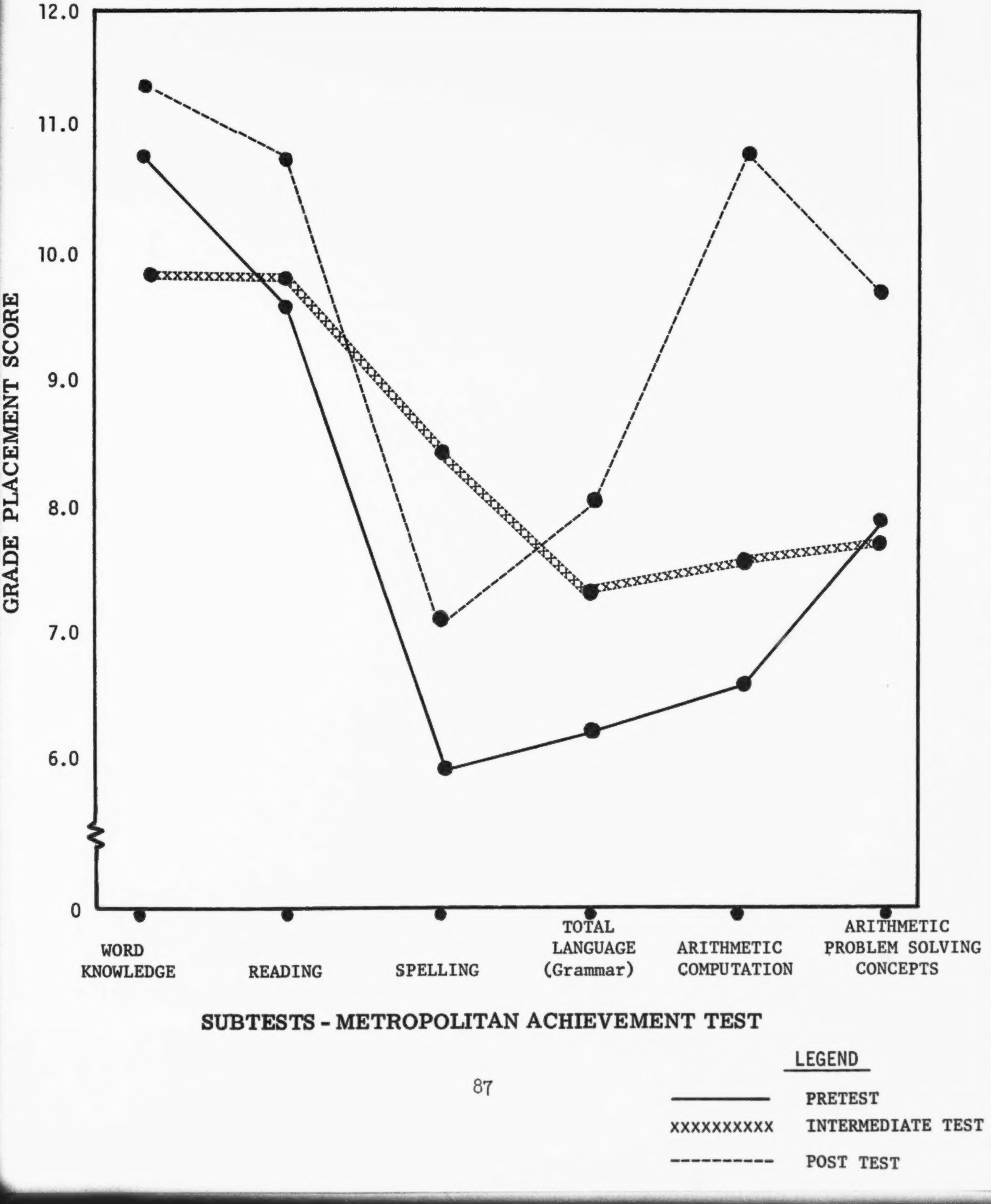
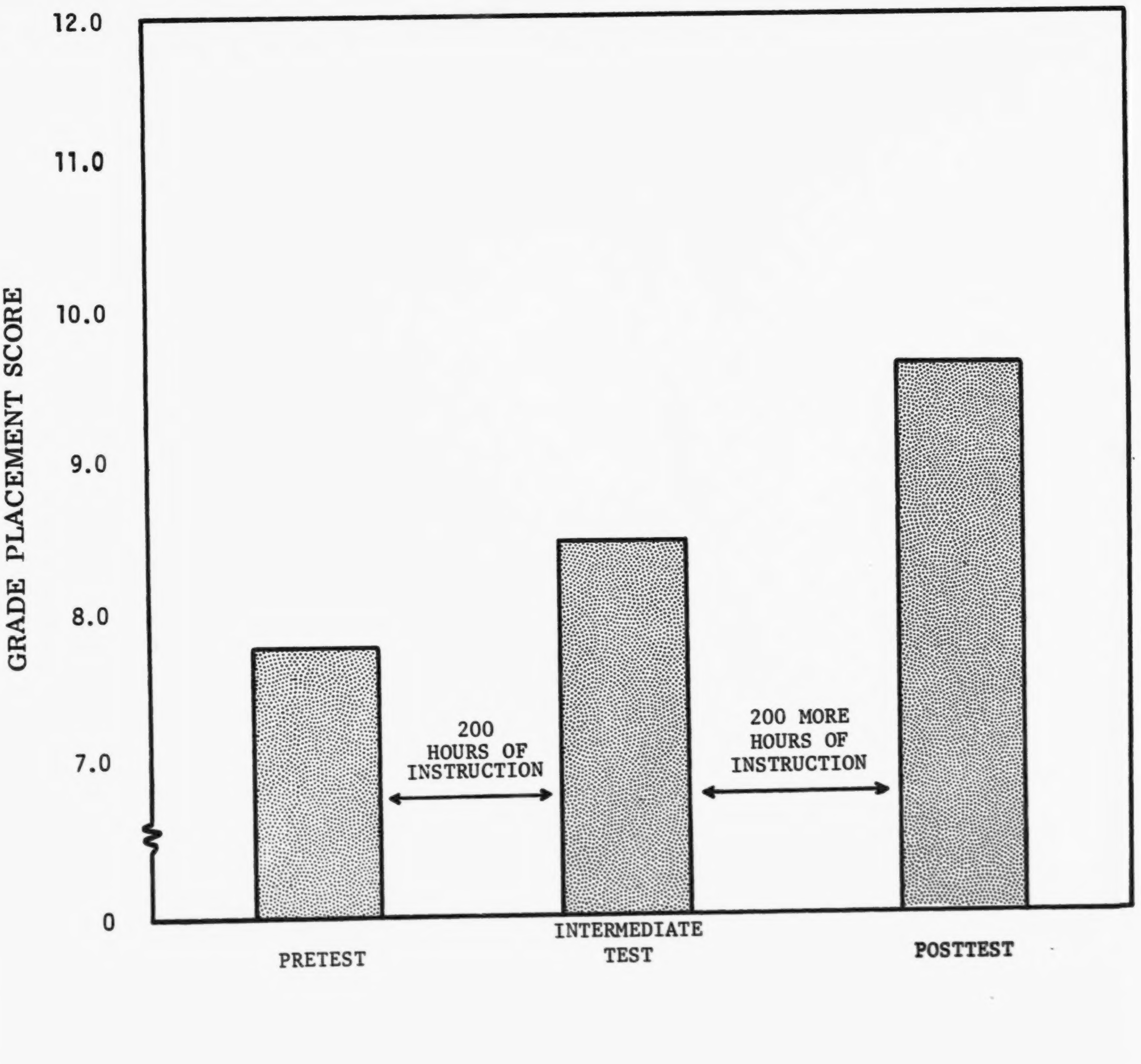


Table V

DRAPER TRAINEE'S OVERALL GRADE PLACEMENT SCORES ON METROPOLITAN ACHIEVEMENT TEST



CHAPTER III

SUPPORTIVE TRAINING: BASIC EDUCATION

> ...but basic education must be more than merely a skill development program... literacy skills and the allied skills of computation cannot be taught apart from the total behavioral patterns of students... Adult Basic Education curriculum must be designed to provide information which will help the participant solve immediate life problems and which will enable him to better understand the societal structure to which he must adapt in order to become one of the advantaged rather than one of the "disadvantaged."*

The quoted statement expresses what has come to be the philosophy of adult basic education programs which serve persons who are disadvantaged in their lack of academic skills and in their lack of the employment and social skills which are vital to participating in and adjusting to a complex society.

The Draper E&D Project assumed, on the basis of earlier findings, that prisoners isolated from education and the world of work (refer to Section II, Characteristics of the Target Population) would need to learn, at least to brush up on, basic computational and language skills and would need to be given training which would orient them to employment, help them to adjust in a work situation and enable them to communicate with and relate to others. We believed that much of our success in providing supportive training of this nature would lie in our ability to convince the inmates, the majority of whom had negative attitudes toward both education and work, that they could learn and that by learning they could become eligible for jobs with potential for advancement. Thus, in addition to training the inmate for employment, we had to help each to recognize a clear relationship between his educational achievement, his occupational training, and his success in employment. (Refer to Chapter II, Occupational Training.)

GOALS

The primary goals of the basic education program were:

- To upgrade inmates' skills to the level needed to function adequately in occupational training and/or the world of work
- To bring about attitudinal or behavior changes needed to obtain and maintain employment.

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*Mongoro, Joseph A. "Adult Basic Education Objectives." Adult Learning/Proceedings of Adult Basic Education Pre-Institute Seminar, Wayne State University, May 1967, p 28.

- To teach inmates the personal, social and business skills necessary for free world competency

- To teach inmates the skills they would need to be eligible for advancement on the job

- To prepare inmates to pass the General Educational Development Tests and earn GED certificates for the equivalent of a high school education

- To prepare trainees for eventual college entrance

A concurrent goal was to develop and to measure the effectiveness of a systematic approach to the use of programmed instructional materials.

CURRICULUM

Academic instruction was provided at levels ranging from early primary through college preparatory, depending on the needs and abilities of the individual student.

English, reading skills and mathematics were chosen as the core of the academic phase of the basic education program because:

> Not only are English and mathematics the basic skills upon which a good education is built, they have broad application in all vocational trade areas in which we offered training. Mathematics, particularly fractions, percentages, measurements and business math, is used by Auto Mechanics, Bricklayers, Electric Appliance Repairmen and Welders. English, particularly vocabulary, grammatical usage and business English, is needed by Barbers, Auto Mechanics, Sign Writers and Electric Appliance Repairmen, Technical Writers and Radio-TV Repairmen.
>
> The ability to communicate, to use mathematics well and to read and follow directions are mandatory for entry-level positions in nearly all the trades we offered.
>
> Good reading skills are mandatory for the effective utilization of programmed materials, which formed the core of the BE curriculum.

The supplementary training included the following: Communications, Personal Management and Personality Development, Intellectual Habits, Social Relations, Basic Economics, Laws Affecting Workers, Current Events, Distributive Education, Etiquette, Hygiene and Money Management.

The wide scatter of individual educational deficiencies precluded any set remedial course outline. The outlined course of study for both academic and supplementary classes may be found in Volume III of this report.

Specific Materials

Materials used in the basic education program included both pencil and paper programs and machines, such as the PerceptoScope, AutoTutors, the Craig Readers, Language Master, Mast Teaching Machines, Concord Video Tape Recorder, 16mm projector, slide projectors, overhead projectors and educational TV or movies.

Curriculum Input

Of the programmed lessons developed and validated by the project's Materials Development Unit, the following were used in the basic education curriculum:

How to Apply for a Job
Good Job Habits
Fractions Laboratory
Kinds of Credit
Table Manners

One of the most promising programs developed was the package of refresher lessons on fractions, which we call a "Fractions Laboratory." The package works like a "software" computer: It tests the student's existing skills, then prescribes and teaches the skills needed to work problems involving fractions. The Fractions Laboratory has proved beneficial not only to the disadvantaged but also to workers whose occupations require "brushing up" on computational skills. The most notable example: The State Health Department selected the package for use in training courses for Water Works operators.

METHODOLOGY

Programmed instruction was the principal method by which academic skills were taught. Learning managers (instructors) and their paraprofessional aides (college corpsmen) supplemented programmed materials with conventional teaching methods and materials, such as visual aids, seminars and group discussions.

At intake into the program, deficiencies in basic skills were determined by standardized achievement tests. Educational goals were established with each student, and P.I. materials which would help him achieve his goals were prescribed. Each student could then progress through his own program at his own rate of speed.

Reading classes were semi-individualized. We found materials programmed for group use with the PerceptoScope to be very effective, especially if this instruction were supplemented with group comprehension drills from individual workbooks.

The socialization training classes utilized group interaction. In these classes, inmate trainees were given an opportunity to observe desired behavior in given situations through the use of recordings, filmstrips, movies and other audiovisual aids. Informal group discussions followed during which students had an opportunity to evaluate themselves and their peers in terms of previous experiences and future goals. Role playing was also a valuable instructional technique in the area of personal-social development: job interviews and job situations; telephone etiquette, customer relations, and other personal situations were acted out by the trainees in an effort to simulate "free-world" behavior.

LEARNING ATMOSPHERE

Neither the method of teaching nor the physical arrangement of the classrooms were traditional. Trainees studied programmed instructional materials which had been prescribed to overcome previously determined educational deficiencies and to help them achieve their educational goals. Of a given number of students studying in a classroom, there was little likelihood that any two would be studying identical lessons.

When studying programmed texts individually, students used carrels or booths rather than desks. The carrels shut out distractions and gave each student a personal study area about the size of a desk. Carrels were arranged in rows to permit the learning manager to observe the entire class without difficulty.

The atmosphere was more relaxed than that of many learning situations. Trainees were permitted to smoke and were on a first-name basis with teacher-aides. There was excellent rapport between managers (teachers) and trainees and among the trainees themselves, and the success which students experienced with programmed instruction enhanced the positive climate.

DURATION OF TRAINING

The particular trade area in which students were being trained governed the duration of their basic education courses. For example, students in Electric Appliance Repair and Sign Writing Classes attended school for 52 weeks; students in Welding, Bricklaying, Auto Service Station Mechanic and Barbering attended school for 26 weeks.

On the average, a student spent two hours a day, five days a week in basic education, for a total of 208 hours for students in 26-week courses and 416 hours for students in 52-week courses. Four days were devoted to academic instruction, and the fifth to supplementary classes.

ADVANCED EDUCATION

Preparing students to earn GED certificates was a secondary objective of the MDT Basic Education Program. All potentially qualified students were encouraged to earn a certificate; nearly every student who qualified attempted to pass the tests. Experience proved that a grade level placement of 9.6 on MAT advanced battery tests was a good indicator of a student's readiness for the GED Tests.

Arrangements were made with the State Department of Education for the GED tests to be administered and scored. As of December 11, 1967, 75 trainees had attempted to pass these tests. Ninety-six percent (72) were successful.

To further assist students who were preparing for eventual college entrance, the Foundation administered the PACE Scholarship Program, which encourages ex-offenders to attend college and provides limited funds to assist them when possible. We know that several of our graduates are attending junior colleges and other advanced educational institutions; one student has received PACE funds.

When the need was indicated, our followup counselors tried to arrange for graduates to receive additional education by encouraging and actively assisting their enrollment in community programs and as adult basic education classes in local high schools and/or community centers; Job Corps Centers; and Vocational Rehabilitation Projects.

STAFFING

In selecting basic education instructors, we were less concerned with their formal teacher training than we were with evidence of their flexibility and creativity. In the last contract year, two of the three basic education personnel had degrees in education; one of the two had had only teaching experience; the other, both teaching and other work experience. The third basic education instructor had had no previous teaching experience but had a number of years' experience as a highly successful salesman. We believe his attitude and his experiences in the world of work were decisive factors in the success of the supplementary training in personal, social and business skills and relations.

Most of the basic education teachers were men; only one--an assistant remedial instructor was a woman. Their average age was 31; all basic education instructional personnel, with the exception of one aide, were Caucasian. We attempted to recruit Negro instructors and corpsmen for these positions but were unsuccessful.

Student-teacher ratio was roughly 1:12; each instructor was assisted by one College Corps aide, when they were available.

We found that not all members of the remedial and supplementary staff had to have degrees. We successfully trained undergraduate college students to assist with the diagnostic and prescriptive process and with the management of learning behavior. In short, we believe that pre-service and in-service preparation is perhaps more vital for all basic education staff than degrees in education. Our staff received a minimum of 80 hours of training.

RELATIONSHIPS WITH OTHER EDUCATIONAL INSTITUTIONS

Twenty-five college and university students from ten schools served in the College Corps, a group of paraprofessional assistants who worked in the project for a semester or a quarter. (For further information about the College Corps, refer to Section IX).

College classes, especially psychology and sociology, frequently made field trips to Draper. An estimated 500 students have viewed the programs. In addition to receiving structured orientation tours and presentations, they were provided publications from our library as resource materials. Requests for such materials came from both graduate and undergraduate students in other schools. Teachers from institutions located too far away to permit visits frequently requested materials from our library to use with their classes.

Staff members have contributed materials which were later incorporated into college level textbooks, such as in Dr. Ann Anastasi's Applied Psychology. Dr. McKee, Project Director, was recently appointed to the faculty of Auburn University as a Guest Lecturer in Psychology.

Faculty members of Auburn University, University of Alabama, University of Southern Illinois, Dekalb College (Georgia) and University of Georgia Medical School have served as consultants to the project. This is a reciprocal relationship; we provided consultant services, generally in the use of programmed instruction in adult basic education, to colleges and universities.

Because of the problems frequently encountered when an ex-offender seeks admission to college, we worked closely with college and university admissions officers to help students enter and remain in school.

Finally, 14 college presidents and faculty members serve on the Board of Directors and the Advisory Committee of the Rehabilitation Research Foundation.

ACHIEVEMENT OF GOALS

The academic instruction goals were met, despite the widely varying pre-training educational levels of inmates and their highly individualized educational needs. Students received an average of 208 hours of instruction and showed an average grade gain of 1.4 grades on standardized instruments. In addition, 72 inmates took and successfully passed the General Education Development Test for Certificates of High School Equivalency.

Trainees successfully mastered training-related theory by applying their newly acquired basic education skills to shop-related class work. Trainees who mastered basic education skills needed to attain entry-level proficiency in their trades did not have to stop at that level, but continued to study basic subjects at higher levels as long as they were in training. This not only added to a student's store of knowledge but made him better prepared for advancement on the job.

Solicialization training could not be as easily evaluated as could academic achievement. In an effort to measure attitudinal changes on a validated instrument, the Birkman Method Questionnaires were administered to a group of 52 inmates at the beginning of the sixth training cycle, and to 42 of the original 52 at the completion of the cycle. The tests were analyzed by factor and by item, by the independent consulting firm of Birkman & Associates, Houston, Texas.

On the second testing, there appeared to be significant positive changes in that trainees saw themselves as less dishonest, aggressive, demanding and self-preoccupied; less self-pitying and irritable; and less inclined to shift blame and take advantage of others. They also assumed that other people, on the whole, were more dependable and trustworthy.

In addition to attempting to bring about attitudinal changes, we provided instruction in behaviors taken for granted in normal society--table manners, applying for a job, using credit wisely and good grooming.

While we see some evidence of attitudinal changes in both test results and behaviors, the real test of change comes only after release.

Figures from the Followup Study (refer to Chapter VI of this Section) indicate that personal-social maladjustment was a primary factor in much of the recidivism: releasees tended to revert to their old patterns of behavior which had previously resulted in their imprisonment. From this we conclude that while we did provide some meaningful socialization training, it was not enough.

CHAPTER IV

JOB DEVELOPMENT AND PLACEMENT

> The right to work, I had assumed, was
> the most precious liberty that man possesses.
> Man has indeed as much right to work as he
> has to live, to be free, to own property.*

In today's demanding world of work, disadvantaged persons seeking jobs with potential for future advancement are doomed to failure. The barriers are formidable...lack of education, poor job histories, and, for many, the stigma of a prison record. Government and private studies have repeatedly documented the frustration, aggression and apathy the disadvantaged feel toward a society they see as having rejected them.

A prisoner at Draper Correctional Center is truly a disadvantaged person. He is a veteran of juvenile courts and reform schools. He lacks skill and employment experience, and chances are that he is a recidivist. More than 65 per cent of Alabama's estimated 4,200 inmate population are serving a second or third sentence.

When the Draper MDT Project was proposed early in 1964, over 80 per cent of the Draper inmates had never held as much as a semi-skilled position. In Alabama, the prisoner must have a job in order to be paroled, but most pre-1964 parolees went to temporary jobs set up by a friend of the family to get the man out of prison. Typical jobs which had been held by inmates who entered training had been as common laborers in seasonal or dead-end occupations, such as construction helpers or service station helpers. The rapidly changing labor market into which untrained ex-prisoners would go upon release was such that employers could hardly afford to retain the unskilled man, much less advance him on the job.

MANPOWER TRAINING FOR PRISONERS

With the passage of the Manpower Development and Training Act in 1962, occupational training became a reality for a group of the nation's prisoners: three experimental-demonstration manpower projects were launched to test the premise that occupational training, remedial and/or basic education, counseling and related services could make prisoners employable.

Yet, training was only part of the offender's employment problem. Skill training would certainly enhance his employability, but there were other barriers to employment. Many companies refused to hire anyone with a criminal record; defense contractors and even the Federal Civil Service had strong prohibitions regarding the employment of ex-offenders. Owners and/or managers of small businesses were also reluctant to hire them. Without a job, even the skilled ex-offender had little chance for restoration

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*Associate Justice William O. Douglas. U.S. Supreme Court. Dissenting opinion, *Barsky v. Regents* April 26, 1954.

to society--little hope of gaining self-respect by actively participating in the world of work.

Most manpower and other programs for the disadvantaged--Job Corps, Neighborhood Youth Corps programs--would rely heavily on the State Employment Service to provide graduates an entree into the world of work. The isolation which is part and parcel of incarceration, we suspected, would greatly restrict the State Employment Service in making its resources available to the prisoners at Draper Correctional Center.

THE COMPONENT

Family and friends are usual sources of jobs in our society. But the Draper inmate's family and friends were either jobless themselves or were trapped in the lowest strata of the world of work. Thus, their contacts in the world of work were restricting; their support of the work role, grossly inadequate.

For all these reasons, we assumed that job development and placement would be an essential component of a manpower training program for Alabama prisoners. Such a component would seek to open a channel to employment of the trained ex-offender. If the business community could be convinced of the effectiveness of training and education in converting prisoners into good employment risks, we predicted that employers would be willing to hire ex-offenders.

The work of this component would be carried out by a Job Development and Placement (JD&P) Officer who would call on other staff members from time to time for support and assistance. To do his job well, he would need to know the program, the trainees and the communities to which the trainees would be released. At the same time he was seeking to prepare the community to accept the trainee, he and other staff would be preparing the trainee (graduate) to adjust to the demands of a free community. To the trainee, he would present the "world of work" as it is; to the community, he would present the trained prisoner's case for employment.

PUBLIC RELATIONS

The project administration recognized that effective job development efforts could not begin until a climate favorable to the needs of the ex-offender had been established. The community not only had to be familiar with the project, community members also had to recognize that they had a supporting role in rehabilitating the offender. Thus, public relations was an initial effort of the project staff. Various project personnel assisted the JD&P Officer in the public relations program which was designed to create a broad base of public support.

News releases and photographs were prepared on-site by the JD&P Officer. These were distributed to newspapers, radio and television stations throughout the state. Feature stories appeared in trade publications and labor union journals as well as in professional publications. Channels of communication were opened with a broad cross-section of the media.

As a result of this first stage of the public relations program, inquiries were received requesting staff presentations. Local and state bar associations, educational groups and community service organizations were among those requesting such appearances. Utilizing slides and printed handout materials, staff members made talks which provided an overview of the rehabilitative and educational work being done at Draper Correctional Center to a cross section of the state population.

Good public relations were fostered by two other activities which began to take place as the project became well-known: Orientation of project visitors and dissemination of publications. In all, more than 2,000 people visited the project. Many of these visitors requested copies of the project's publications. Informed visitors enhanced the public relations effort by passing on to others knowledge of trainees' new skills and of their need for jobs. This expansion of the public relations program broadened public acceptance and support and is believed to have greatly facilitated the placement of graduates.

JOB DEVELOPMENT

In each major community, the JD&P Officer contacted the people he felt might help him in his efforts--the parole supervisor, the local Employment Service office, etc. Knowing that he was coming, these agencies could brief him on the local job market. Other sources of employment included want ads in the local papers, yellow page directory listings of employers in a specific trade area or referrals by previously placed trainees.

Local unions, the clergy, friends in the community, project visitors and all possible employment sources were explored thoroughly to ensure getting the best available job for the trainee. His family was told about his training and his need for a good job, and the JD&P Officer sought their help in easing the trainee's transition from prison to community.

Staff Members in Job Development

Staff members other than the JD&P Officer frequently were sources of jobs. Vocational instructors had contacts through trade associations and years of friendship with their fellow craftsmen. All helped spread the word that eight or ten graduates in a given trade would be available for employment soon. This word-of-mouth contact frequently resulted in prospective employers' requesting the JD&P Officer to call on them.

Other staff members who had friends or relatives in a specific trade area helped in the job development and placement activities.

Visiting Employers

The JD&P Officer investigated all known sources of employment by talking with owners and personnel managers to briefly describe the project and to determine availability of jobs and their willingness to hire ex-offenders. If they were willing to hire graduates but had no openings, he left his business card and a brochure on the project and asked the owner to contact him should a job become available.

Job Preparation Began Early in the Program

One of the requirements for selection was that the inmate's release date reasonably approximate his completion of training. Early release was mandatory, if he were to be placed on a job where he could use his newly-learned skill. Thus, the JD&P Officer was directly involved in the student selection process. This function gave him a working knowledge of each man's prison record, including previous offenses, charges pending, and other factors which might affect his employability.

Once training began, the JD&P Officer worked closely with the supplementary instructor to devise means of instilling good job habits. Role playing, talks by employers, film presentations and other simulated means were used to expose trainees to the world of work.

Interviewing the Trainee

A profile on each trainee was prepared for job development and placement activities. It contained complete background information on the trainee to which would be added training records--academic and vocational; letters of commendation; certificates of achievement; project and prison staff evaluations and certificate of high school equivalency. The profile also contained a small photograph of each trainee, made by the JD&P Officer, in which the trainee was dressed in civilian clothes borrowed from staff members. Depicting these prospective employees as smiling, well-dressed, clean-cut applicants helped to dispel the stereotype of ex-offenders as hard, mean-faced persons who would be unreliable, undesirable workers.

With all the background information at hand, the JD&P Officer interviewed the trainee to discuss his post-release plans. Although the Board of Pardons and Paroles prefers that a man be returned to the known resources of his home community, this was not always possible. In some cases, the home community was hostile toward the ex-offender or his family environment was considered damaging, or there were no employment opportunities in his trade area. The trainee was first asked to what community he preferred to be released, then about friends in the community--clergymen, school teachers, interested citizens, former employers or former parole supervisors. The names of these people were noted to be contacted as possible channels to employment.

Coordinating Jobs and Parole Plans

About mid-way through the training period, the JD&P Officer again interviewed each trainee to determine any changes in his status since enrollment. One of the first items discussed was the probable release date. Graduates were either paroled, released the "short way" (after serving their sentences, less time off for good behavior), or the "long way" (after serving full sentences).

In the latter two instances, if a student were scheduled for release before completion date of training, it was necessary for him to waive release in order to take advantage of the training.

If parole was to be the means of release, problems sometimes occurred, usually in coordination. The Board of Pardons and Paroles required that an offender have an approved job and home program before he could actually be considered for parole. Employers were seldom in a position to hold a job for several months while parole problems were being reviewed and resolved.

If delays in obtaining a training-related job were encountered, a less promising non-related job was found to facilitate parole at the set time. Once the trainee had been paroled, it was often possible for him to find better-paying, training-related employment with greater promise of advancement.

JOB PLACEMENT

The JD&P Officer gave a brief resume of the trainee's background, based on the material in the trainee's profile, to employers who had vacancies. If the trainee was to be paroled, parole procedure and regulations were explained in detail, as was the Foundation's program of follow-up counseling. The availability of bonding under the Federal Bonding Assistance Program was also explained.

When the employer agreed to hire a trainee, he was asked to sign a tentative employment agreement form stating his intention. The completed form was forwarded to the Board of Pardons and Paroles for its consideration and approval.

Problems

Our job development and placement experiences with employers soon indicated that small to medium-sized businesses with resident owners were those most willing to employ our trainees. Most large companies required on-site interviews and testing of the employees they hired. Some of the larger companies were found to have established policies which discriminated against men with police or felony records. While some of our graduates did, on their own initiative, obtain jobs with such firms, these firms did not usually know of the graduate's criminal history. If found out, the ex-offender was nearly always dismissed from his position.

Holdovers

Another, more serious, problem frequently interfered with successful job placement: "holdovers" or "detainers" were discovered after inmates were involved in the program. ("Holdovers" are charges in addition to those for which the offender is currently serving a sentence. Usually, the offender must be tried for these other charges; if he is found guilty, the resulting sentence may add several years to his current term. If he is not tried while serving his present sentence, he will be taken into custody upon release from Draper, tried and possibly reincarcerated to begin serving the new sentence.)

In cases where "holdovers" or "detainers" were encountered, the JD&P Officer discussed the problem with the trainee and contacted the detaining authorities to inform them of the trainee's efforts to rehabilitate himself through participation in the program. Information on the program was furnished as were counselors' and instructors' evaluations. In 90 cases, the detaining authorities felt that the trainee was making an honest effort toward rehabilitation and were willing to drop the charges.

When a holdover or detainer could not be resolved, the graduate's release was delayed, and the employer who had agreed to hire him had to change his plans accordingly. (Some employers did not always quite understand the court processes which prevented our delivering the graduate as promised; others, having made the decision to give the ex-inmate a chance, were disappointed in not being able to follow through. As a result, the enthusiasm of these employers may have waned considerably.)

The graduate was perhaps even more demoralized because, in most cases, he remained in an environment which was conducive to neither the maintenance of his new behavior not the utilization of his new occupational skills.

Out-of-State Placement

A few trainees had jobs arranged for them by their families or friends. This was especially true of those men who were to be paroled out of state. If the trainee said he had a job, and this information could be verified, the JD&P Officer usually did not make any changes in his program. All job and home programs of paroled graduates had to be approved by parole personnel.

Bonding Assistance Program

The project participated in the experimental Federal Bonding Assistance Program, designed to provide bonds up to $10,000 for ex-offenders who are denied employment because of their inability to be bonded.

In June of 1966, 3,000 bonding units were assigned to the project. Approximately 230 units have been used to bond about five per cent of our graudates for a total sum of $47,000, an average of $4,600 per man. To date, no claims have been initiated against any of the bonded graduates.

Most employers who hired our graduates did not require bonding, but they were relieved to learn that it was available. Some employers have been more willing to give our trainees a job, especially in trade areas and industries where a large amount of public contact is part of the job, once they realized that a bond was available.

Labor Mobility Project

Many graduates lacked funds for day-to-day living expenses until their first paychecks. Under provisions of the Labor Mobility Project, operated at Draper by Tuskegee Institute, this problem was somewhat eased. Labor Mobility provided an initial sum sufficient, in most instances, to permit graduates to pay their first week's room and board and to purchase necessary tools, licenses and needed clothing.

GETTING THE TRAINEE TO THE JOB

The release date and the first day on the job were coordinated through the Board of Pardons and Paroles if the man was being released on parole, with the prison officials if he was being released otherwise. In all cases, the JD&P Officer was responsible for seeing that a graduate showed up for his job on schedule.

Sometimes, the officer took the graduate to his place of employment and made the initial introduction to the employer. He saw, too, that the graduate registered with the local sheriff's department and/or police department in those areas where registration was required.

Many graduates needed assistance in obtaining a driver's license or social security card. The JD&P Officer helped secure these. He was called upon to provide continuing assistance during the graduate's transition period.

Followup counselors and the Placement Officer assisted graduates in obtaining new jobs when they lost or left the initial one by introducing them to "free world" employment sources, most notably the State Employment Services, and advising them of other job opportunities. They frequently accompanied graduates on initial interviews.

RESULTS

Every trainee who requested job development and/or placement assistance received it, despite the ratio of one Job Development and Placement Officer to 60-90 trainees. While friends and families were occasional sources of jobs, 203 of the 290 released trainees were placed in jobs which resulted directly from project job placement activities.

Two hundred and thirty employers hired graduates of the project; 30 hired more than one man.

The average income of those trained and released is $1.75 per hour or $3,640 per annum per man. Each man pays an annual average of $546 in taxes; a total of $81,900 annually. This contrasts sharply with the $1,200 it costs the state to maintain each man in prison for one year and with the untold thousands of dollars which must be expended by welfare payments to support indigent families of imprisoned offenders.

Related job placement services available to Draper's MDT trainees included bonding assistance, made possible by the experimental federally-funded bonding program, and relocation assistance, made possible by the Tuskegee Institute Labor Mobility Project.

Since only five percent were bonded, it might at first appear that the Bonding Assistance Program was not of much help in placing graduates in jobs. However, the number actually bonded does not reflect those instances where graduates were hired when employers who did not require bonding learned they were bondable. This is particularly true of employers whose companies require employees above a certain level to be bonded, or whose company bonding firm refuses bond to ex-offenders.

Many of our trainees were from rural areas where few training-related employment opportunities (especially in such construction-oriented industries as bricklaying and welding) were available. Without the funds needed to relocate in an area offering desirable employment opportunities, these men were unable to take full advantage of their training. The Labor Mobility Project, which provides relocation monies for a man and his family, has provided 78 graduates with a total of $7,136.50 to buy tools and equipment, to relocate families and to stake them until the first pay check.

Employers, employer organizations, labor unions and large segments of the general public were involved in the dynamics of job placement for the ex-offender. In its public relations program, the Foundation disseminated 65 press releases, provided 165 speakers for a variety of organizations and received wide coverage of its programs by the state, region and nation.

CONCLUSION AND RECOMMENDATIONS

The Job Development and Placement component's activities conclusively demonstrated that it is possible to place large numbers of trained, qualified ex-offenders in jobs which afford a meaningful role in the world of work. Restrictive company policies can be overcome. Barriers in the form of stereotypes and prejudices can be removed by a good public relations program. Over 30 employers who hired graduates of this project volunteered to hire other trainees. Nevertheless, the problem of placing the ex-inmate in a job where advancement and a decent salary are possible has not been solved. More study and work should be concentrated around this problem. Employers stated that training, in all trade areas, has been more than adequate to enable trainees to meet job demands.

In summary, we believe:

...Employers and the general public can be educated to establish a climate more favorable to employing the ex-offender.

...Ex-offenders can be trained and then placed in jobs for which they are qualified.

We recommend:

- that the Board of Corrections be approached and asked to appoint certain members of the job placement staff as quasi-official "correctional officers" with limited jurisdiction and without salary. Such staff members could take inmates to job interviews and ensure compliance with the requirement that a guard accompany inmates when they are outside the institution. It has been a problem to arrange for inmates to leave for job interviews.

- that graduates of our program who have more than 30 days left to serve after graduation and before release be assigned to either training-related prison work or as helpers in training-related, on-going projects. Training-related assignments will help ensure retention of skills and maintenance of morale.

- that existing state statutes be examined to determine if there is a legal bar to the establishment of work-release programs in Alabama prisons. These programs, originally implemented in Federal prisons, are being successfully used in many states, including North Carolina, California and Massachusetts.

- that a 24-hour transitional residence program be established, preferably in Montgomery, as a means of providing suitable adjustment and continuing educational programs for graduates. This could be a pilot demonstration which could be implemented throughout the state and nation as a part of the correctional process.

- that a State Employment Service branch office be established in Draper to coordinate placement efforts with Employment Service offices throughout the state.

- that the Labor Mobility Project be continued. However, we also recommend that methods of effectively controlling distribution of these funds be investigated. Too many released offenders yield to the temptation to "blow and bust" all the funds immediately.

- that the Federal Bonding Assistance Program be continued. It has been instrumental in placing graduates in many different jobs, even those for which bonding was not an immediate requirement.

- that the courts be permitted to impose indeterminate sentences. Such sentencing would permit parole, based solely upon the behavior modification demonstrated bv the individual while in the institution and not upon completion of an arbitrarily set portion of his court-imposed sentence, as is not the case.

- that a full-time parole supervisor be placed at Draper to work closely with the formulation of release plans of the trainee. His work would not, of course, be limited to the Manpower Training Project, but we would urge that he become involved in all phases of the project.

CHAPTER V

FOLLOWUP

> An effective rehabilitation program must do more than discourage the delinquent from relapsing into an old behavior; the program must actively offer opportunity for a meaningful substitute pattern of existence. This substitute existence has to be all-encompassing, involving employment, social contacts, ways of using leisure time, and a change in attitudes, values, and identifications.*

BACKGROUND

What happens when a prisoner is released from the institution? Sociologists, psychologists and criminologists have speculated about the life of the ex-prisoner and have applied scientific methods to studies of ex-prisoners. Yet the world of the ex-prisoner is quite complex and has so many forces in operation that have not been analyzed and evaluated that solid descriptive data are limited.

Very little was known about what went on in the world of the men who left Draper when the Foundation began to operate its program. What was waiting for them, what forces were in operation and how the men reacted to them were unknown factors. But one fact was indisputable. More than 70 percent of the first year's trainees were pretraining recidivists. We did not know what had happened to bring them back, whether crime was a way of life, a momentary temptation unwisely yielded to or acting-out in response to powerful stresses. Thus, followup counseling became an intrinsic part of the Rehabilitation Research Foundation's Draper Project.

EARLY APPROACH

It was originally thought that the Job Development and Placement Officer could handle the followup counseling, calling on other staff members as needed. But shortly after the first class had been graduated, it became apparent that we had been naively optimistic in estimating the amount of time followup services would require. One man working part-time could hardly cope with the mushrooming problems of ex-trainees.

Channels of communication needed to be established through parole supervisors to work with each graduate, his family and his employer. Problems requiring community service agencies' assistance, legal advice or simply a willing ear arose constantly. There were frequently critical problems that seemed insurmountable to the ex-prisoner. Men who could not get immediate help or advice when they had acted irresponsibly were found to flee rather than face up to the consequences of their actions, thus risking parole violation and consequent loss of freedom.

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*Pearl, Arthur. "The Halfway House: The Focal Point of a Model Program for the Rehabilitation of Low Income Offenders." Mental Health of the Poor, New York: Free Press, 1964, p 498.

As more and more graduates were returned to the community, these problems mushroomed. It was apparent to the Project administration that if followup counseling were to play a meaningful role in the rehabilitation of the ex-prisoner, it would have to become an independent component.

GOALS

The followup component established at the end of the first year sought to achieve the following goals:

1. To detect and act on any tendencies by the parolee toward recidivism
2. To help the parolee who became unemployed to get another job
3. To find out from the parolee's experiences what areas of the existing curriculum might be changed or amended to better help other parolees when they were released
4. To foster better acceptance by society of the parolee--particularly by employers and community groups
5. To determine how effective the vocational training and rehabilitation efforts had been
6. To investigate educational resources available to the parolee within the community where he worked and lived
7. To refer the parolee to educational programs in the community
8. To share all pertinent data with penal authorities for their consideration and possible use.

STAFFING

In December 1965, we secured the services of a former parole and probation supervisor who was given a year's leave of absence to work with the project following up released graduates. This man had previously established channels of communication with parole supervisors and parolees and after orientation by the Job Development and Placement Officer, was soon able to bring order into the followup component. Data gathering was an important function of the followup component. Since the information gathered was used to evaluate all aspects of the training program, followup served many purposes. Followup of each trainee, his employer, his family, and parole officer not only gave us the evaluative information, but brought all these groups to focus on the problems which the releasee confronted at work, at home, and in the community.

Most released graduates relocated in one of three metropolitan areas in Alabama: Birmingham, Montgomery or Mobile. Since these three cities were not the home communities of most, they needed guidance in maintaining newly-learned behavior patterns. We needed feedback from them and from their employers so we could evaluate the on-going program.

Regardless of concentration of graduates in these three cities, the Followup Counselor's chief problem was one of logistics. With the entire state of Alabama as his territory for investigation, he had to plan his schedule carefully to derive maximum benefit from out-of-town trips. Alabama is still essentially rural; a number of trainees resided on farms or in small towns which were scattered throughout the state. The Followup Counselor had to make winding journeys around the state, trying to locate some graduates and helping to solve the more pressing problems of others.

One solution to the immensity of this task appeared to lie in involving the community and its resources in the post-release rehabilitation of the offender.

Thus the Community Sponsorship Program was born. It was intended to involve both community service groups and individuals in the rehabilitation process. The RRF would undertake to train individual sponsors, who would be backed by a pre-determined community service club, such as the Lions, Jaycees, etc. The entire program would be coordinated with the State Board of Pardons and Paroles.

A pilot Community Sponsorship Program was established in Birmingham with the Jefferson County Mental Health Association serving as the coordinating organization and the Jaycees serving as the community sponsor group. A new staff member, hired in September 1966, was given primary responsibility for coordinating the Community Sponsorship Program, not only in Birmingham but throughout the state.

Unfortunately, the overwhelming needs of released trainees and the resignation of the first Followup Counselor in November, 1966, put the onus of followup onto the man who should have been coordinating the Sponsorship Programs. As a result, the pilot sponsorship program did not receive the attention it needed from the project staff, but community involvement and interest in participating in future sponsorship programs were maintained. One man in Montgomery became so interested in community sponsorship that he took a released trainee into his home. This man's sponsorship role is unstructured, although he calls on staff members for assistance from time to time.

METHODS

Since most of our released trainees were paroled, primary attention was paid to establishing working relationships with Parole Supervisors throughout the state. In this area, the assistance of the first Followup Counselor was invaluable. Parole supervisors in Alabama frequently carry a load of 150 or more cases, as opposed to the nationally-recommended average of 35. Yet, nearly all supervisors took time out from extremely busy schedules to help the Counselors locate graduates.

The Employment Service required that we submit individual followup reports on our graduates three, six, twelve months after training. Limitations of time allowed for gathering followup data on trainees prevented our tracing many of the released trainees. In addition, the format of the reporting forms was such that they failed to reflect as much data as our own followup component sought.

Although requisite paper work required many hours of the counselors' time, first priority was always given to trainees and their problems. Releasees, their families or employers called at all hours to relate the latest crises. Counselors, whose primary consideration was keeping the released trainee out of prison and working, would generally have to go to the releasee and evaluate the situation for themselves. When one considers that released trainees are scattered throughout the state of Alabama and dozens of other states, one begins to appreciate the logistical problem of followup.

In a further effort to determine the causes of recidivism and to propose some tentative solutions for the releasees, the Followup Component undertook to study 35 recidivists. This study involved questioning the recidivists, their families, employers, friends, neighbors, parole supervisors, etc. The data thus accumulated backed up empirical findings of the Placement Officer about causes of recidivism discussed earlier in this report.

FOLLOWUP STUDY

Late in 1967, we realized that more complete data on graduates who had been released was vital if we were to measure the effectiveness of the program. Accordingly, 228 trainees who had completed training between June 1965 and December 1966 were selected as subjects for a followup study. The cutoff date of December 1966 was established so that staff members would have access to at least one year's post-release data, the minimum we felt would be needed for accurate predictive data.

The study would attempt to measure some of the factors in the lives of ex-prisoners: employment--salary, working conditions, job changes, aspirations, family life--stability, living conditions, improvement in interpersonal relations; and the effect of training. Not only would such a study help clarify the needs of ex-prisoners, but also it would permit an evaluation of the training given in the Project. The followup staff was expanded by the addition of several vocational counselors after training closed down in December 1967. This expanded staff covered the state, questioning releasees and their families, employers, parole supervisors, etc. The date gathered from this information is discussed in detail in the "Evaluation" section of this report.

ACHIEVING GOALS

The goals of the followup component were, briefly: to detect and to act on tendencies toward recidivism; to help unemployed graduates locate jobs; to provide information from which the curriculum might be revised to better train later students; to foster community and employer acceptance and specific community involvement; to investigate community educational resources and refer graduates to them; and to share all pertinent data.

Even before the Followup component began formal operation, feedback from ex-prisoners and their families, employers and parole supervisors had indicated that difficulties in personal-social behavior, primarily during leisure hours, were major causes of post-release problems. Difficulties cited included: excessive drinking, poor selection of companions and poor money management. These problems also were consistently cited as being basic causes of recidivism. The formal Followup Study (Refer to Section V, Chapter VI) ranked these three as highest among problems leading to recidivism.

One hundred and twenty graduates who lost or quit their initial jobs were assisted in finding second or subsequent jobs, and nearly all stated that their salaries and/or working conditions improved. As the Followup Counselors began to search for better positions, they found that while a prison record was not necessarily an impediment to employment, it was a serious barrier to advancement. In fact, one graduate who had worked his way into an upper-level position was fired when the employer learned of his previous criminal history.

As a result of recommendations from employers, parole supervisors and graduates, the curriculum was strengthened, especially in Supplementary classes where trainees were taught communication and employment skills. In the latter training cycles, there was some evidence that the material presented in the Supplementary classes helped trainees to modify their pre-training concepts of personal relationships and to form more realistic and positive values and perceptions (Refer to Section V, Chapter III).

In an effort to involve large segments of the community, the project administration projected a series of Community Sponsorship Programs. Unfortunately, a combination of increased demands from graduates and staffing shortages combined to limit the functioning of the CSP pilot program. However, we did demonstrate that the community interest and desire to help in rehabilitation exist and can be tapped to foster acceptance of the ex-prisoner in society. Several labor unions waived initiation fees and dues for project graduates; church and civic organizations were eager to assist whenever called upon and frequently volunteered their assistance.

The overwhelming needs of graduates and unexpectedly heavy workload also handicapped Followup Counselors in their efforts to ascertain educational resources on a community level. However, in some instances graduates entered Manpower Training Projects in "free world" settings and some entered junior or four-year colleges. Our efforts to assist graduates who wished to enter state trade schools were not successful.

The data accumulated in three years of follow up was disseminated in four regional conferences (See Section X), in meetings with Pardon and Parole Board employees and in a wide variety of conferences and workshops. The Followup Study, which is now complete, provides factual backup information for our previously empirical findings on the causes of recidivism among graduates, causes of maladaptive behavior in the post-prison environment and reasons for on-the-job failures. It is interesting to note one finding of this study which concerns the effectiveness of the project's occupational training: Of 228 graduates studied only three were released for inability to perform assigned jobs.

CONCLUSIONS AND RECOMMENDATIONS

The most readily apparent conclusion about followup is that it is not only feasible but is a necessary part of an MDT project in a correctional setting. Trainees who have lived in an institutional environment have enormous and multi-faceted readjustment problems after release. Further, many trainees re-enter their pre-prison environment where they are subjected to the same stresses which led to their imprisonment. For the first few weeks they need guidance on a 24-hour basis and help in their efforts to stay free.

The followup component was the filter through which much of the feedback came. Followup pointed the direction for changes in curriculum; it indicated areas of possible community involvement; and it indicated to other components situations, such as unemployment, which required attention.

In planning the followup, the project administration was not aware of the overwhelming needs of the newly-released trainee. As a result the staff was insufficient to permit full implementation of planned followup activities.

The primary requisite for any followup program is a good working relationship with the Pardon and Parole authority. This project was particularly fortunate in that a parole supervisor with five years' experience in a community to which many graduates would be paroled was given one year's leave of absence to work in the followup component. He brought invaluable knowledge and experience with him; he helped the project administration establish and maintain good working relationships with parole supervisors at a grass roots level throughout the state. It is our strong recommendation that institutions and organizations contemplating the establishment of an MDT program in a prison make every effort to have a similar arrangement.

Those considering establishing an MDT Project with a followup component should also be aware that the needs and demands of released offenders is such that the component should be adequately staffed and should be granted the flexibility to deal with the needs of the individual graduate.

CHAPTER VI

EVALUATION

> There is virtually no subject connected with crime or criminal justice into which further research is unnecessary. The Commission was able to explore many of these subjects in connection with its work, and to develop the data that underlie the recommendations made in this report. Many of its projects sought to open up new areas of knowledge; many drew on the prior work of scholars, governmental agencies, and private organizations. Crime is a continuing and urgent reality with which we must deal as effectively as we can. We cannot await final answers. The alternatives are not whether to act or not, but whether to act wisely or unwisely.*

The Draper E&D Project was an experimental project designed to break new ground in an exploratory fashion: it would identify the problems of operating an MDT program in a prison setting and would evaluate the program's effectiveness.

PLAN FOR EVALUATION

The need for built-in evaluation was recognized by the Foundation in its initial proposal:

> "Unless trainees are successfully placed and stay on jobs, the project fails, regardless of the quality of training received... Certain records and reports will be gathered and evaluated, so that instant feedback of vital information will be available. Movement of parolees, performance, successes, and failures, classes of problems met by parolees, and the range of other significant events will require recording and processing." (1)

The original proposal called for a comprehensive, internal system of evaluation. Because the contractor believed evaluation should be done by an outside source, such as a university, this part of the proposal was deleted. Thus, when the Project began operation, information gathered by the job development, placement and community followup components was the major source of evaluative data to measure the overall effectiveness of the program. In addition, many components had their own built-in means of measuring achievement, such as skill tests, standardized achievement tests, etc.

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*The Challenge of Crime in a Free Society: A Report by the President's Commission on Law Enforcement and Administration. United States Government Printing Office, Washington, D. C., February, 1967, p 273.

Although the program began operating in October, 1964, it was not until March, 1966, that outside evaluators visited the project. Dr. John W. McCollum and Dr. M. G. McCollum evaluated the basic education program in March and April, 1966. In May, 1966, Department of Labor Officials Abraham Stahler, Chief of the Division of Program Evaluation, and David Thompson of the Bureau of Employment Security visited the project. They reported, in part, that:

> "The Draper E&D program seems to be having a marked effect on the attitude and behavior of inmates as well as on their preparation for employment. It appears also to be having a significant effect on the recidivism rate." (2)

Father Thomas J. Harte from the Bureau of Social Research, Catholic University of America, studied the job placement and family counseling components in June, 1966. In January, 1967, Dr. Charles W. Phillips, of Labor's Office of Manpower Policy, Evaluation and Research, visited the project to evaluate the project's potential as a training site for officials interested in similar programs. That same month, Dr. Roger Wickland from the Human Interaction Research Institute in Los Angeles, whose firm had contracted to study and report on the impact of E&D manpower programs, interviewed staff to obtain data for his report.

These evaluations left the project administration with two major problems. First, there were nearly two years between the inception of the project and the first evaluation. Second, save for Mr. Stahler's report and an overview-type report from Dr. Phillips, outside evaluators provided little formal evaluative feedback which was useful for program refinement. This lack of information from which changes in the existing program could be made necessitated the Foundation's implenention of a more comprehensive self-evaluation process.

The Supervisor of Counseling and Training was given the added responsibility of directing research and evaluation. A Research Analyst-Writer and a Research Assistant were added to the project's staff early in 1966, and they began to bring together all the information gathered from the job placement and community followup components in an effort to measure the overall effect of the program on the recidivism rate of trainees. The research component also recorded and analyzed socioeconomic data on trainees, and pre- and post-training grade placement scores.

New instruments designed specifically to gather the needed information were developed. Questionnaires were tested and validated for use by the community followup component and forms designed to uniformly record socioeconomic data were developed for the counseling component.

EVALUATIVE STUDIES

One of the earliest activities the research component undertook was a study of 35 recidivists. This study attempted to define factors operating in the trainees' post-release environments which may have been instrumental in their return to prison. Its findings backed up the earlier reports of the community followup component that many of the trainees' post-release problems were caused by lack of personal-social competence rather than by inadequate skill training. The project's supplementary classes were strengthened as a result of these findings.

The valuable data gleaned from the relatively informal recidivist study indicated the need for an expanded, more formal study of released trainees. The Followup Study, as it was called, began in December, 1967. The study group consisted of 228 trainees who had completed training between May, 1965, and December, 1966. Thus, we had at least one year's post-training information on them and hoped to be able to draw from it some valid predictive data. The study findings appear at the conclusion of this section.

PROBLEMS

We were handicapped in evaluating the program by the absence of machines to process the data. While one set of data was analyzed with the assistance of Auburn University's computer center, all the other information was processed by hand.

Another problem was logistical. Graduates of the program were scattered throughout Alabama. Followup was a time-consuming task and the problem of staff time and travel was one which we were never fully able to solve.

A third problem was the lack of evaluative instruments. Such instruments as were available had been designed for regular MDT programs. The task of developing forms suitable for a correctional manpower program was time consuming.

PROJECT EVALUATION

Employment Impact

Three hundred and thirty-one (331) prisoners completed training. More than 290 graduates were released and placed in jobs--79 percent in training-related jobs. A followup study of 228 graduates indicated that 80 percent were initially placed in training-related jobs and an additional 11 percent later went into training-related employment, for a total of 91 percent. If the data from the followup study proves predictive for the total trainee population, 264 of 290 released trainees will eventually enter training-related employment.

Altogether, 361 different employers hired graduates. (Some were hired by as many as three different employers.) Availability of bonding facilitated placement even though in most cases, evidence of bondability was all that was required.

Economic Impact

Graduates who are free are not only earning a living but are also contributing to the economy--some for the first time in their lives.

Based on followup data obtained from 150 trainees, the average income is $1.75 per hour, or $3,640 per year. It is estimated that they pay annual taxes (city, county,) of $546 per man, a total of $81,900. In addition, the public has been relieved of the burden of their upkeep in prison, a cost estimated at $1,200 per year per man, a total of $180,000.

Individualized Instruction

The Draper Project developed an individualized learning system with programmed instruction as its core--both commercial and that developed by the Foundation. With this system, we demonstrated that with only 200 hours of instruction in basic education, trainees averaged a gain of 1.4 grades on standardized achievement tests. Some trainees increased their grade placement scores as much as 3.9 in this same length of time.

Early in the life of the project incentives and awards were roughly patterned after the system followed in Project CASE.* Following an experiment in the NIMH Project which proved that learning contingencies can be manipulated and controlled to achieve maximum learning (Clements and McKee, 1968), we began the attempt to systematically apply the principles of contingency management in the MDT project's learning system.

In an effort to further individualize occupational training, a small materials development staff prepared 34 programmed lessons. Each lesson takes an average of one hour for completion by a student. The lessons may however, represent several hours of lecture and demonstration time on the part of an instructor, particularly if they are used in a program where a student progresses through training at his own best rate of learning.

Counseling

The Draper Project demonstrated that intensive vocational and personal counseling does assist in modifying the psychological and behavioral problems of trainees, thus enabling them to become employable persons who are capable of adjusting to the demands of free society. However, we also demonstrated that the needs of inmates trainees cannot be met through a compartmentalized approach which makes counseling the exclusive territory of the professionally trained counselor.

We demonstrated in isolated cases that direct family counseling effects easier transition from prison to the home community although the full potential of this aspect of the program was not realized. It is significant, however, that families of over 250 trainees visited or corresponded with the project in response to letters from the counselors which encouraged their support of the program and their sons' participation in it.

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*A research project at the National Training School for Boys. The project was conducted by the Institute for Behavioral Research under grants from the Office of Juvenile Delinquency and Youth Development, Department of Health, Education and Welfare.

College Corpsmen

The employment of college students as instructional and counseling aides has brought colleges and universities close to the program. College students earned course credit; they related effectively and therapeutically with inmate trainees; and the project benefited from an economical and competent source of labor. Altogether, 25 college students worked in the program. After graduating from college, 11 entered the correctional field or poverty programs.

Community Involvement

We demonstrated that volunteers can be recruited from surrounding communities to assist in the prerelease (training) program. Over 32 volunteers from businesses, professions or service agencies served as guest instructors in our personal-social skill development, distributive education and vocational training classes.

That community involvement can be generated to establish local committees who sponsor individual parolees was demonstrated by the project's total relationship with the community through its followup program. Favorable coverage by the news media and presentations by staff members to the general public paved the way for gaining the support of civic, professional, educational, religious and other community groups, institutions and individuals. A Community Sponsorship Program was organized and implemented in the Birmingham area; a less formal approach is being tried in Montgomery; other communities are keenly interested in the part civic professional and business groups can play and only await leadership, in spite of the fact that the two Birmingham test cases were not successful.

RECIDIVISM

Seventy percent of the trainees were recidivists when they entered training. In the study group of 228, 32 percent of the trainees recidivated: 45.7 percent were returned for parole violations; 44.3 percent committed new felonies; and 10 percent committed misdemeanors. It may be significant that 80 percent of the recidivists studied officially began the journey back to prison within nine months of their release.

9

AN ANALYSIS OF FOLLOWUP DATA
ON
228 GRADUATES OF THE DRAPER MDT PROJECT

STUDY GROUP

Late in 1967, we realized that more complete data on graduates who had been released were vital if we were to measure the effectiveness of the program. Accordingly, 228 trainees who had completed training between June 1965 and December 1966 were selected as subjects for a followup study. The cutoff date of December 1966 was established so that staff members would have access to at least one year's post-release data, the minimum we felt would be needed for accurate predictive data.

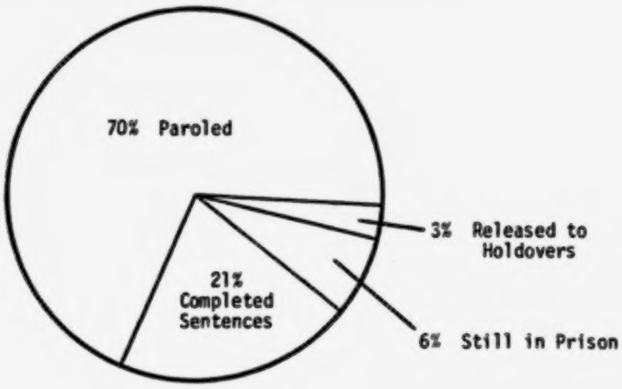
METHOD

Questionnaires, designed specifically to gather information which would fill gaps in existing followup data, were prepared by the researchers in the Counseling Department. Some vocational instructors, whose duties ended with the completion of training on December 15, were temporarily appointed followup counselors to assist in data gathering. Other staff members whose duties permitted worked part-time on the study.

As of January 10, 1968, cutoff date of the study, 159 graduates had been released on parole; 7 had been paroled to holdovers; 48 received mandatory release at the completion of their sentence; and 14 were still in prison. Of the 14 still in prison, six expected to be released within two months; 4 did not know when they would be released; and four did not expect to be released in the near future. In the case of one of the eight who did not expect to be paroled soon, a "holdover," which came in after the man began training, added to his existing sentence. In the cases of the other seven, the Parole Board made the decision after training had begun. (See Table I.)

TABLE I

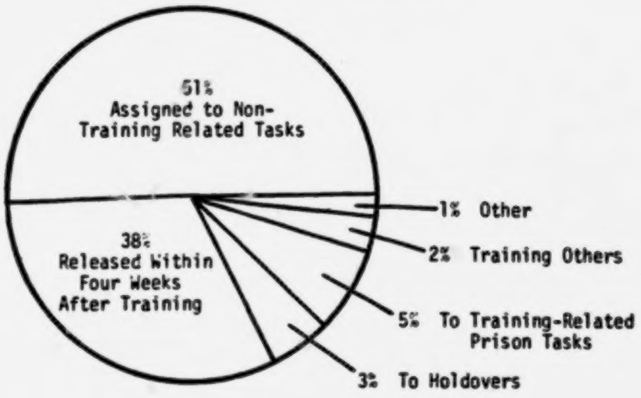
Status of Graduates at Time of Study (Percentage)



Ninety-four (94) graduates were released within four weeks of training completion. Of the 127 remaining, 12 were given training-related prison work assignments; four were assigned to assist in training others; one was assigned to the NIMH Project within Draper; and one had a serious health problem. All the remaining 116 were assigned to prison duties not related to training. (See Table II.)

TABLE II

Post-Training Prison Assignments (Percentage).



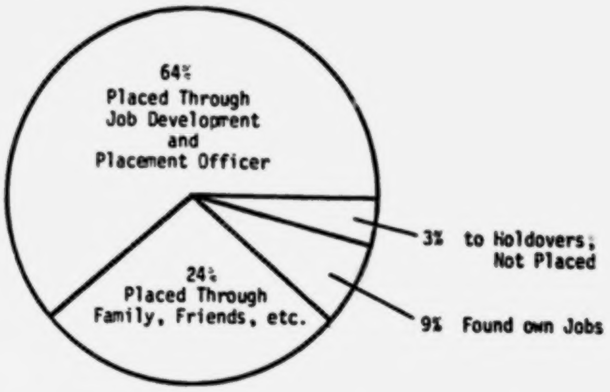
Prisoners in the Alabama Prison system ordinarily receive parole consideration upon completion of one-third of their sentence. But 136 of the graduates studied had received earlier parole consideration as a result of their participation in the MDTA Project.

JOB PLACEMENT

The Job Development and Placement Officer arranged 137 jobs for the study group; 50 graduates had jobs arranged through other sources, primarily family or friends; 7 graduates were released to "holdovers" and could not be placed; 20 non-parolee graduates preferred to explore the employment market on their own and did not request job placement service. (See Table III.)

TABLE III

Sources of 214 Graduates'Initial Jobs

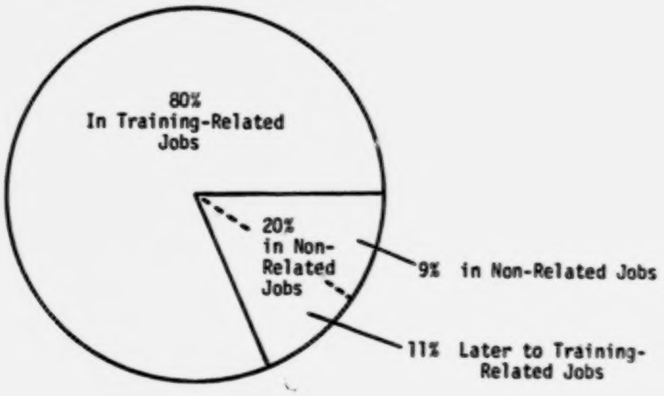


Thirty-six students received relocation assistance from the Tuskegee Labor Mobility Project, 12 received assistance under the Experimental Federal Bonding Assistance Program, and 28 received Vocational Rehabilitation services.

In the initial job placement, 144 of the study group used their occupational skill training; 43 did not. The other 20 men released made their own employment arrangements. Of the 43 whose initial job placement was not training-related, 22 are working as of this writing in training-related jobs. (See Table IV.)

TABLE IV

Percentage of Employed Graduates
in Training-Related Employment
(Based upon 187 known Initial Placements)



One hundred and eighty-one (181) employers knew of the trainee's prison record; twenty-six did not, although two employers learned of it later. But, in 151 cases the trainee's fellow employees did not know of his record, although in eight cases they learned of it later. Ninety-five percent of the study group reported that their prison records had not prevented their obtaining licenses, certifications, etc. Ten graduates were unable to obtain training-related employment because of their records. All were barbers and all have been able to obtain training-related employment since their first report of discrimination. Twenty-five of the study group were Negroes. While we are unable to obtain totally valid data, it seems probable that at least 21 of them were discriminated against on racial grounds.

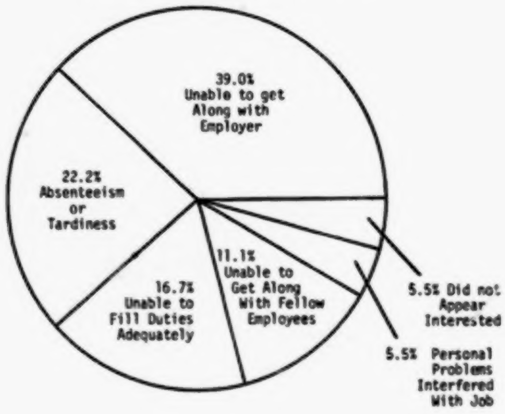
POST-RELEASE EMPLOYMENT

The average beginning hourly wage for all trainees was $1.70 per hour. Sixty-three graduates received salary increases in their initial jobs; 27 reported they had had between two and three raises, with the average weekly raise amounting to $13.49.

One hundred and seventy-five (175) graduates performed their initial jobs satisfactorily; only 12 did not. Yet, only three were actually discharged for their inability to perform their assigned tasks. Seventy-five (75) graduates worked seven months or longer on their first placements, and 30 are still working in their initial jobs. The average graduate has had 1.7 jobs since his release. (See Table V.)

TABLE V

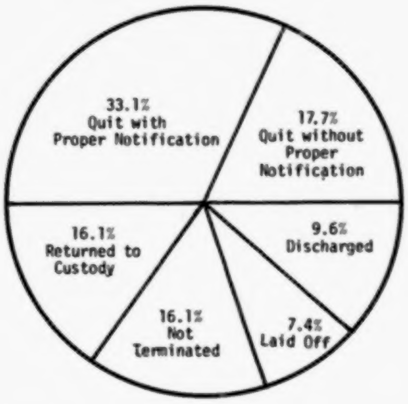
Reason for Discharge from Initial Job
(Sample of 18 trainees who were discharged)



Ninety-two graduates quit their arranged job; better than two-thirds gave proper notification to their employers. More than half of those who quit moved into better jobs. Eighteen graduates were discharged by their employers, nearly all for an adjustment-related problem (unable to get along with employer, with fellow employees, etc.) (See Table VI.)

TABLE VI

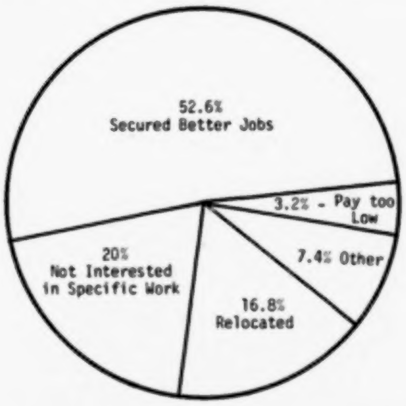
METHOD OF TERMINATING ARRANGED JOB
(SAMPLE OF 187 ARRANGED JOBS)



Project graduates secured a total of 177 second or subsequent jobs. One hundred and twenty (120) of these were secured with the assistance of the Job Development and Placement Officer, bringing to 257 the total number of jobs he secured for the study group. More than two-thirds of the study group stated that their salaries and/or working conditions improved with each job change. (See Table VII.)

TABLE VII

REASON FOR QUITTING ARRANGED JOB
(SAMPLE OF 95 TRAINEES WHO QUIT INITIAL PLACEMENT)



POST-RELEASE PROBLEMS

A compilation of information on post-release problems experienced by graduates, gathered from the graduates themselves, their families, their employers and, when applicable, from their parole supervisors indicates that problems in the field of personal-social relationships and behavior are the most serious. Fifty-two reported drinking as a severe problem; followed by poor selection of companions and poor management of money. It is interesting to note that 41 reported poor money management while only 28 reported lack of money. These three problems--drinking, companions and poor money management--are of far greater significance than any other problem reported. Indeed, only family problems and lack of money, with 26 and 28 responses each, approached the magnitude of these three core problems. (See Table VIII.)

RECIDIVISM

Seventy, or about 32%, of the study group were recidivists; that is, they were returned to this or another institution. Nearly half of those returned to prison were returned solely for parole violation. Seventeen of the recidivists had been re-released at the time of this study, nine of them on parole. (See Tables IX, X, XI and XII.)

T A B L E VIII

BREAKDOWN OF POST-RELEASE PROBLEMS CITED.

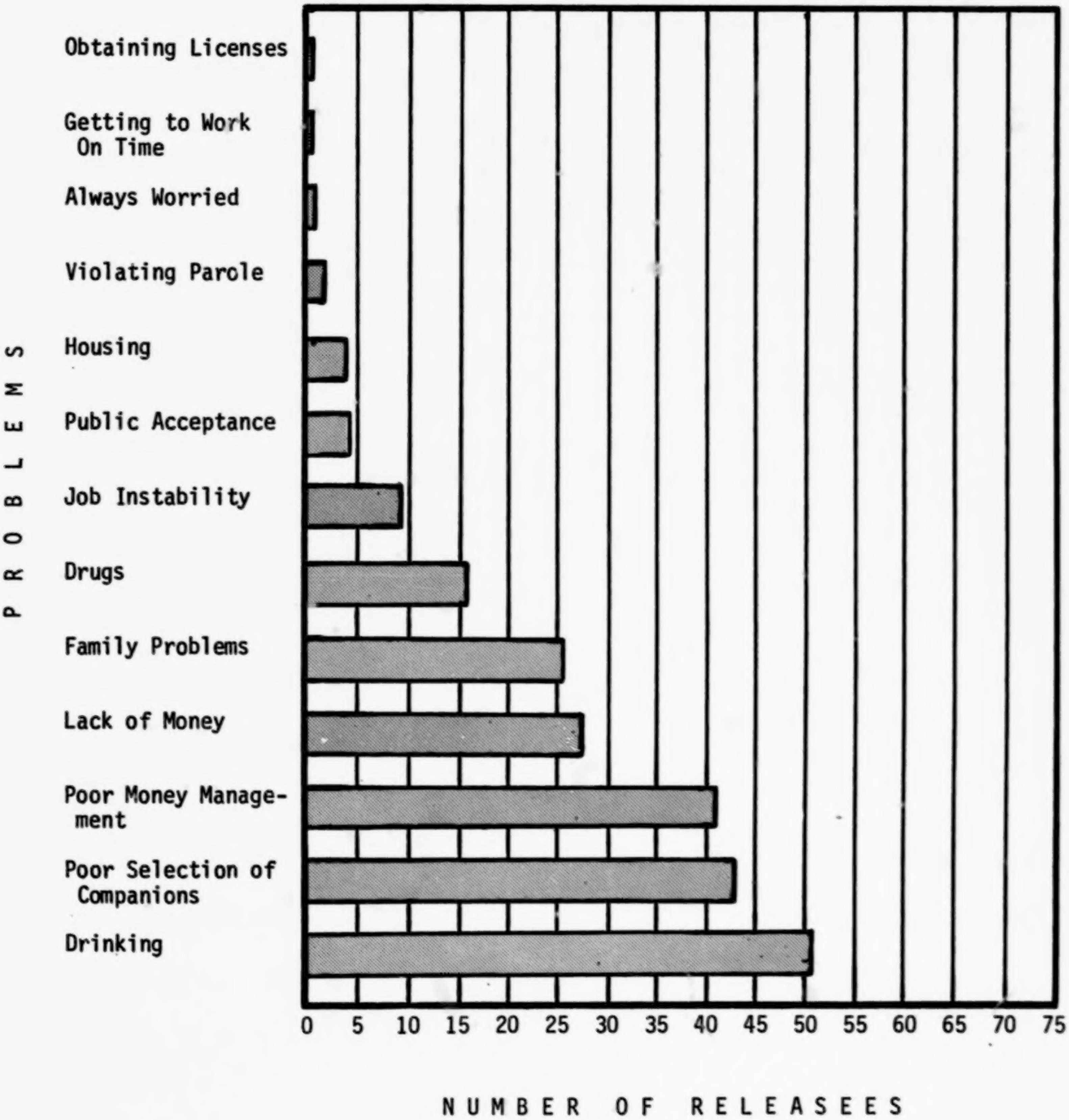


TABLE IX

Pre- and post-training recidivism rates, based on study sample of 228 graduates one to three years after release.

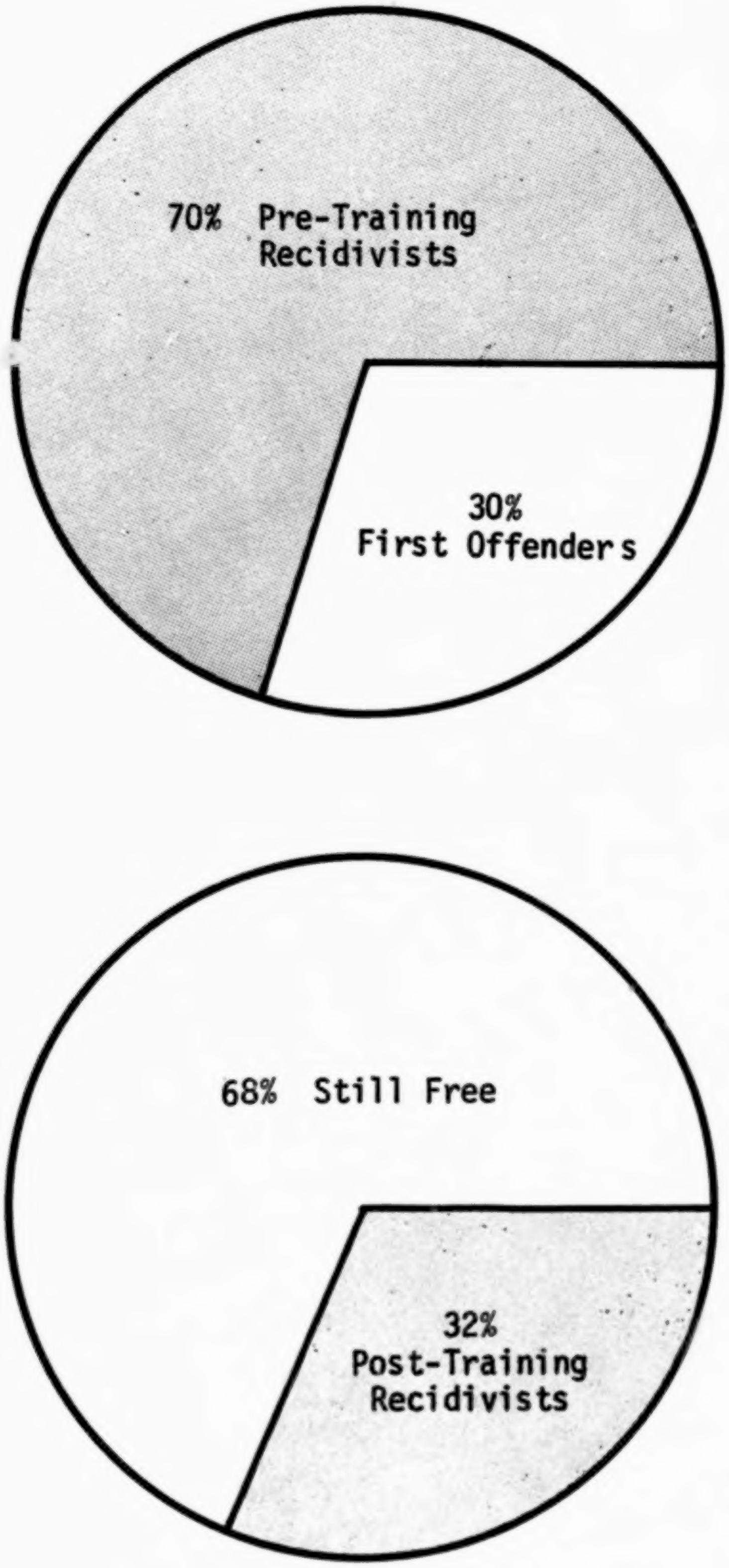


TABLE X

RECIDIVISTS' OFFENSES

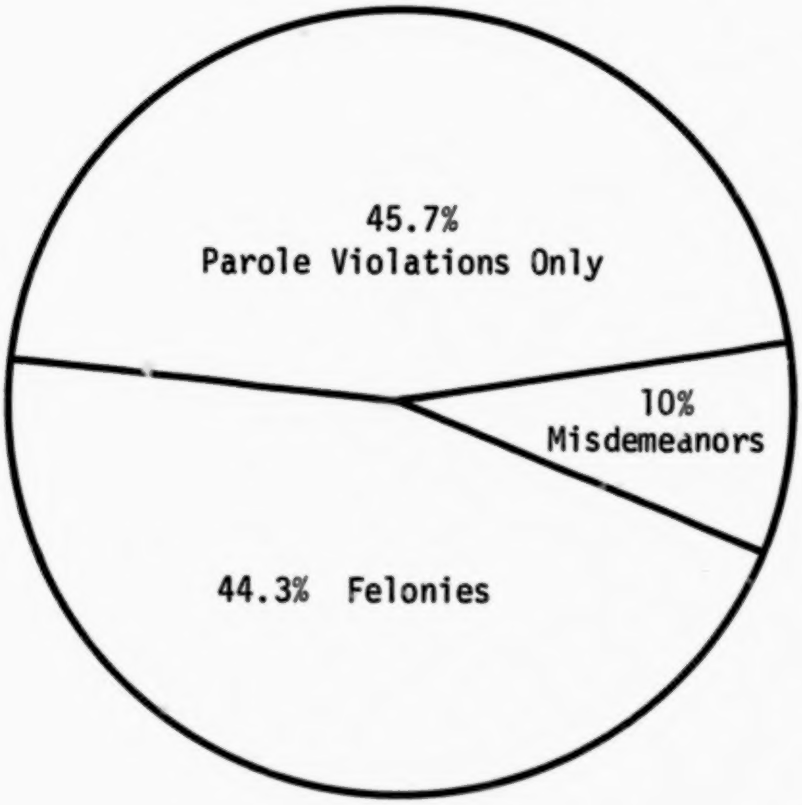


TABLE XI

RECIDIVISTS RE-RELEASED-TOTAL NUMBER 70

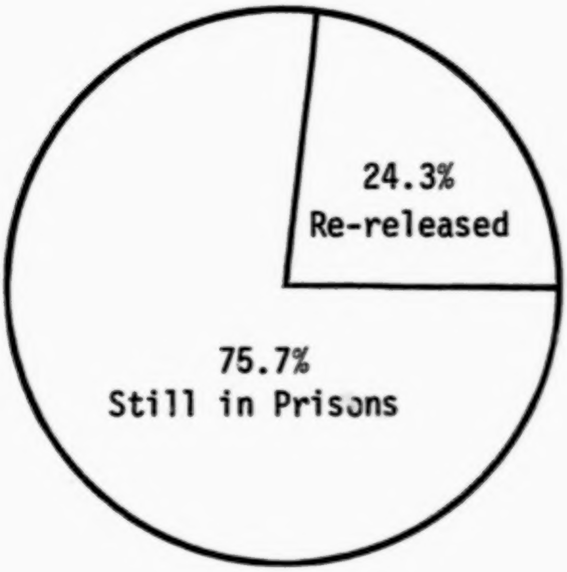


TABLE XII

RECIDIVISTS RELEASED, BY METHOD OF RELEASE

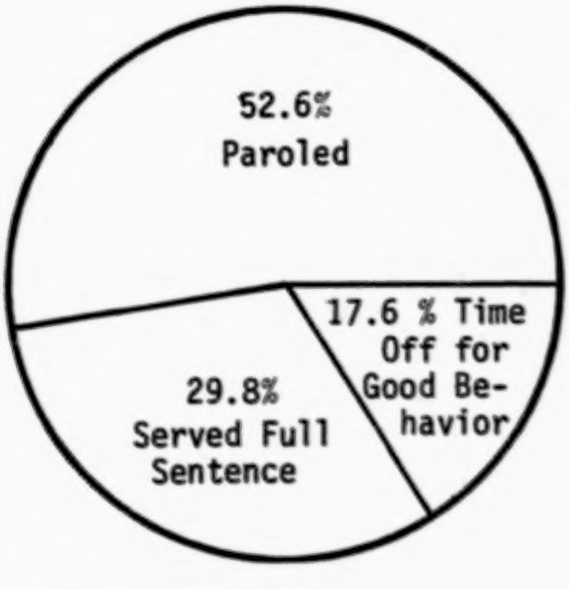
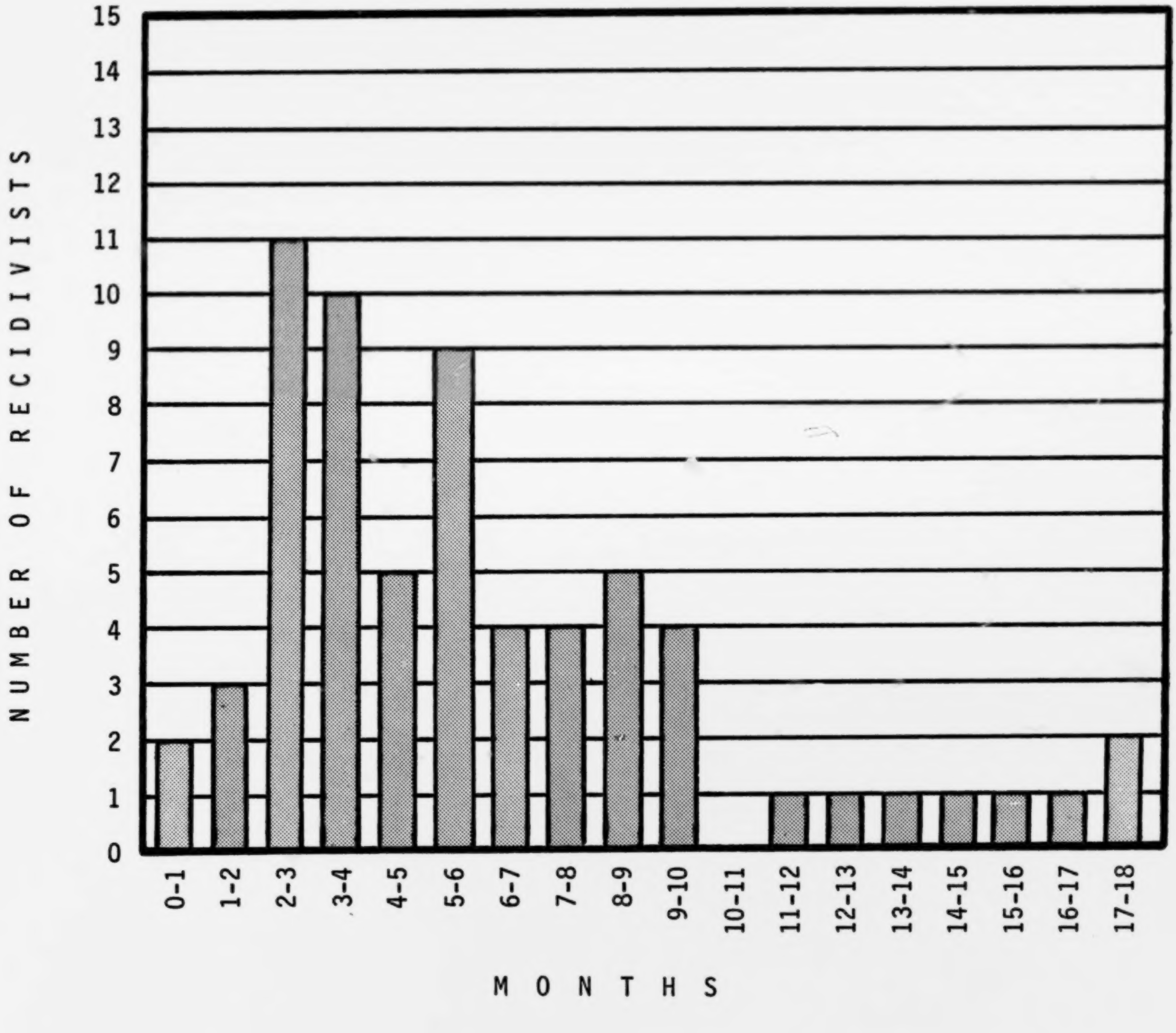


TABLE XIII

NUMBER OF MONTHS BETWEEN RELEASE AND DATE OF RECIDIVISM*



*Note: Information is based on a sample of 66 of the 70 recidivists studied in a followup report. We were unable to obtain data on four recidivists. In 58 cases the date of arrest was used as the date of recidivism; in eight cases where the date of arrest was unknown, the date of conviction was used.

STUDY GROUP WHO HAD PASSED GED TESTS

Fifty-two graduates had passed their GED tests before release; two more passed after release, for a total of 23.7% of the study group earning Certificates of High School Equivalency. More than 50% of this group were recidivists before training; only 15 have recidivated since release. The average pre-training salary of men who earned their High School Equivalency was $205.88; their post-training salaries average $349.30. The pre-training salary of the non-GED student was $240.00; his post-training salary, $279.00. Non-GED students had an average increase of $39.00; in contrast, GED students had an average increase of $143.29.

CHAPTER VII

CONCLUSIONS AND RECOMMENDATIONS

The Draper Project demonstrated that education and training are rehabilitative when they are part of a systematic approach to human development which includes realistic preparation for the world of work, tailored job development and placement and development of community support. (Refer to Chapter VI, Evaluation, this section.)

The project also demonstrated that occupational and related deficiencies of Alabama prisoners are of greater variety and scope than suspected when the original proposal was submitted. Thus, while we began the project with the belief that individualization of training was desirable, we ended with the belief that it is mandatory.

We began, too, with the belief that our goals could best be achieved through application of the reinforcement theory of learning to all aspects of the manpower training program. Although we were not successful in its systematic application throughout the program, that success we did achieve leaves us convinced that all learning situations must be designed around the reinforcement theory.

Our belief in the necessity for individualization of training to cope with differences in prisoners--academic achievement levels, work experience, aptitudes and interests, parole or release dates, sociocultural backgrounds, personal, educational and vocational goals, types of crimes, etc., and the necessity for application of the reinforcement theory as inherent in all of the recommendations which follow. We recommend

- that physical, psychological and occupational evaluation of prisoners be made at intake: at the time the prisoner enters the system

- that the prisoner's intake evaluation be used as the basis for planning his entire institutional stay, i.e., assignment to prison work programs, referral for medical, dental or psychological attention and/or treatment, assignment to educational and/or occupational training programs, prerelease centers, community education or training programs, etc.

- that the individual differences of prisoners noted in intake evaluations be given priority consideration in planning educational and training programs

- that all components of the manpower program for prisoners, particularly occupational training, be systematically individualized

- that prison work programs be geared to and involved with education and training programs

- that the manpower program be open-ended to permit the flexibility needed to provide differential treatment so that the prisoner may enter and leave the program on the basis of his "readiness"

- that the limitation on the variety of trades which can usually be offered in a manpower training program within the institution be overcome by systematically linking the institutional program to training programs in the community, such as on-the-job training, regular manpower programs, trade schools, etc.

- that the prisoner be routed through the institutional manpower program into community programs which can continue his preparation for employment and ease his transition from prison to community

- that persons responsible for manpower programs for prisoners develop highly specific evaluative mechanisms which will permit immediate and continuous feedback to the ongoing program and that such mechanisms be an integral part of all manpower programs for prisoners

- that manpower program staff be given in-depth orientation to the program goals and be involved in designing the means to achieve those goals

- that the staff of all boards and agencies involved in the program be given in-depth orientation to the program goals, to the plan for achieving those goals and to the supporting role they can play, and that they all be given continuous feedback as goals and/or directions change and new solutions evolve

SECTION VI

AGENCY COOPERATION AND COORDINATION

> In the Federal Government, responsibility (for manpower programs) is shared by the Department of Labor--which by law is responsible for deciding on the training to be offered, selecting trainees, placing them in employment and following their progress--and the Department of Health, Education and Welfare--which arranges for institutional training through public and private educational agencies and others.*

At the time the Draper E&D Project began there was no precedent for the joint agency action required to provide manpower training and related services in a prison system. Had we known initially the cooperation and coordination that was needed in all phases of our planning and implementation, as well as in the procedures to follow, many problems encountered with agencies involved in carrying out the Draper E&D program could have been avoided.

Perhaps the best approach in describing our experiences is to relate the role each agency played in providing for the needs of trainees.

PROPOSAL PREPARATION

When we began investigating the possibility of having an MDT project, we learned that the Employment Service has the responsibility for determining the occupational needs of the community. Since Draper is a state prison and draws the majority of its population from all areas of the state, it was necessary to study statewide employment needs. At the same time, we became aware that there were other considerations in choosing the particular vocational courses which would be taught, such as the probability of employment for an "ex-convict" in a given occupation and the amount of space available for training within the institution. The capability of potential enrollees was another factor which had to be considered.

Parole supervisors advised us as to which occupational areas offered parolees the best prospects for gainful employment. On an experimental basis, there was an attempt to develop jobs which previously had not been open to released offenders. One such occupation, technical writing, was selected in the hope that preparation for a "white-collar" job would meet some of the inmate trainees' need for status and recognition. A case could be made that an enhanced self-image would contribute to a better social adjustment in free society.

Once the courses to be offered were determined, the Employment Service prepared job descriptions for each. Subsequently we developed course outlines with the assistance of the Division of Vocational Education, which also provided detailed guidelines for planning the total instructional program.

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*Report of the Secretary of Health, Education and Welfare to the Congress on the Manpower Development and Training Act. 1968, p 1.

SECURING PHYSICAL FACILITIES

Space is usually scarce around a prison charged with a responsibility to provide maximum security. The number of occupational courses to be offered was limited to seven because there was not enough floor space within Draper available for more. The Warden and the Commissioner of Corrections, Mr. A. Frank Lee, agreed to clear out an old building in the industrial area which was being used for storage and other activities, such as printing and shoe repair. Where certain expenditures were not permitted by the approved MDT budget, the Board of Corrections used its funds and an inmate labor force to complete the renovations necessary to make the space usable. For example, inner walls were removed, openings for new doors were knocked out of concrete block walls, partitions were installed, etc. Their willingness to cooperate in this respect made it possible for us to accommodate more vocational courses than would have been possible otherwise.

GETTING ORGANIZED

Staffing

The assistance of the Board of Corrections and the Division of Vocational Education is essential to hiring and training a staff which is to function in an institutional prison setting. Adherence to the state education department's regulations as to qualifications of staff is a must; state salary structures determine a person's salary on the basis of his qualifications. Having the Board of Corrections' concurrence on each person employed is also a good policy. This agency is generally familiar with the type of personality which can function effectively within the structure of the prison. Had we realized the value of the Board's experience at the beginning, we would have been more careful to get the valuable advice we sometimes inadvertently failed to seek.

Our work with offenders was greatly facilitated by one other major resource on which we drew heavily. Colleges and universities not only did research and analyzed data for us, but they also supplied junior, senior and graduate students to work with us on a quarter or semester basis. This cooperative arrangement with institutions of higher learning permitted some students to earn practicum credit and provided us with paraprofessional staff who provided the project with useful assistance, as well as serving as role models for the inmates.

Scheduling

Before program details, such as scheduling, could be worked out, the correctional agency again came into the picture. The Warden was consulted in order to coordinate the MDT program with the ongoing prison program.

To the end of our project, our schedule had to be worked out with consideration for the schedule under which security officers work.

The necessity to have inmates released from their prison work assignments made it difficult to schedule sessions for testing groups of candidates. With the cooperation of the Warden and the Classification Officer, a system was set up to insure that the inmates, guards, Classification Officer and the Warden were notified far enough in advance to make the necessary arrangements. It was later found more expedient to set aside several days for administering tests so that we could reach those inmates who, for one reason or another, failed to show up on the day for which they were scheduled.

Staff Orientation and Training

Orientation to the convict culture was provided by Warden Watkins who, along with parole supervisors, described characteristics of the inmate population to an MDT staff who were inexperienced in this field.

The State Director of Vocational Education and the Teacher-Trainer from the University of Alabama's Trade and Industrial Education Department initially trained the tradesmen whom we employed as instructors. Training was continued by the Vocational Education Division on an informal basis.

Employment Service and State MDTA personnel explained reporting requirements and procedures of their respective agencies. Our psychologist consultant from University of Alabama Medical School conducted several sessions on the theory of behavior modification. He also consulted with each instructor and counselor on individual problems throughout the project's life.

Selecting Trainees

Inmates selected for the program must be eligible for job placement soon after completing the courses. This federal agency requirement made it necessary to check prison files on each applicant. In Alabama, there were three sets of files, the Warden's, those in the central classification office, and those at the Pardon and Parole office; all had to be studied carefully for selection purposes. With the assistance of the Pardon and Parole Board and the Board of Corrections, the project set up a system whereby a representative from each of these agencies would serve on the selection committee to establish better lines of communication. The Pardon and Parole Board was mailed a signed training contract which was placed in each inmates's file. This agency and the Warden's office were informed of each student's progress. If an inmate who would be eligible for parole before the course ended wished to enroll, he could sign a waiver; copies were then forwarded to the Warden and the parole office.

Involving the Custodial Staff

Although the custodial staff was given orientation to the project, we did not involve them early enough nor was their involvement as complete and as continuous as was desirable. Partly through haste and partly through oversight, we failed to give them enough understanding of the program's underlying theory of behavior modification or of their own role as behavior modifiers. As a result, they did not in all cases give active support to the program in their interactions with inmates and with the community where they lived. Efforts to correct this situation were made about midway of the project. By their own reports, the later conscious effort to include them in the program resulted in a completely different atmosphere. Once the correctional officers realized the important role they could play in carrying out the project's goals, they were more willing to encourage inmates to enroll. In fact, prison personnel began to use referral to the training program as a reward for good behavior and hard work on the part of inmates who were assigned to them. This eventually led to the Classification Officer's devising a plan whereby a prisoner earns points in his work assignment. After he earns a certain number of points, he is permitted to enroll in one of the educational programs at Draper.

SUPPORTIVE SERVICES

Our job development and placement officer worked through each local employment office in trying to locate training-related jobs in a given community. He also consulted with the parole supervisors in these same areas for employment leads and finally for approval of job and home programs.

These same two agencies--Pardon and Parole and Employment Service--helped in gathering valuable evaluative data on released graduates, which in turn helped to refine the ongoing program and to plan for the future. Both during training and in carrying out the follow-up program, graduates were frequently referred to Vocational Rehabilitation for various forms of therapy--physical, emotional and psychological--and additional training. At the beginning of the last year of the project, Vocational Rehabilitation stationed counselors at Draper and Atmore prisons.

ROLES OF PRIMARY COOPERATING AGENCIES

Although many other agencies and groups cooperated in conducting the Draper Project by providing a variety of services, there were five major agencies with which coordination and cooperation were essential.

Board of Corrections

The major role of the Board of Corrections was one of instituting policies which permitted (1) access to prison records, (2) recruitment accessibility to the entire system, (3) employment of women in an all-male institution, (4) provision of physical facilities, (5) release of inmates from prison work assignments to participate in program. The Commissioner's day-to-day availability for consultation made it easier to operate within the confines of a correctional setting.

Employment Service

The physical location and the necessity to work within the prison schedule limited the direct involvement of Employment Service in recruiting, testing, placement and follow-up activities. Their responsibilities came during the planning stages prior to approval of each year's proposal and then at each reporting period. They prepared occupation descriptions, assisted in preparing, reviewing and approving proposals, oriented project staff to reporting procedures and placement problems in general, and compiled reports for the Department of Labor.

Vocational Education

The guidance of the Division of Vocational Education through its state manpower division was essential to proposal preparation and the overall operation of the program. This agency assisted in developing course outlines, provided detailed guidelines for planning the total instructional program and budget and conducted in-service training sessions for the project staff. The Division was also responsible for administering the budget and supervising the training program.

Pardon and Parole

The cooperative role of the State Board of Pardons and Paroles began with its agreement to make project training a factor in parole consideration. Also, out of years of experience in working with offenders in the community, this agency gave the project the guidance critical to planning, implementing and carrying out job development and followup. Before an inmate can be paroled, the Parole Board must approve his job and home program. This policy made it necessary for our job development and placement officer to stay in close contact with the Board members as well as the Parole Supervisors in the field.

Vocational Rehabilitation

When the project began, the services of the State Division of Vocational Rehabilitation were very limited for physically and mentally handicapped prisoners about to be released. After we had been in operation less than two years, this agency instituted a formal program within the prison system and increased its community services for offenders

SUMMARY

Because prisons differ and agencies vary, the patterns of interagency cooperation and coordination will naturally differ from prison to prison and from state to state. Variations in cooperative arrangements, however, may be very desirable, for there exist no set ways ofcarrying out prison manpower programs, and imagination and variation are very much needed. Most important is an understanding by each of the primary cooperating agencies of the goals to be reached by the MDT project. Such an understanding will create an atmosphere in which functions and detailed procedures for implementing a program can be worked out expeditiously. And being involved throughout the program helps each agency visualize its vital role in an MDT project's efforts to prepare an inmate for release from prison.

It is interesting to note the simultaneous developments in Alabama by at least three of our cooperating agencies--Corrections, Vocational

Education and Vocational Rehabilitation--give hope that the concept of "caging criminals" is evolving toward efforts to "cure them." (Refer to agency letters at the end of this section.)

STATE OF ALABAMA
BOARD OF CORRECTIONS
MONTGOMERY, ALABAMA 36110

A. FRANK LEE
COMMISSIONER

March 15, 1968

John M. McKee, Ph.D.
Executive Director
Rehabilitation Research Foundation
P. O. Box 1107
Elmore, Alabama 36025

Dear Dr. McKee:

I would like to take this opportunity to thank you personally as well as on behalf of the Board of Corrections for the outstanding job that you and your staff have done in the past eight years at Draper Correctional Center. Without your efforts in securing certain federal monies, many of those prisoners committed to our care would have served their time and been released without benefit of any training whatsoever. While we know this has been no easy task for you, we sincerely hope that you will not only be able to continue your present efforts but that you will also be able to expand them in the years to come.

It hardly seems possible that the forthcoming December will be the eighth anniversary of your first rehabilitation effort within Alabama's correctional system. I recall very well your initial request to me for the sum of $3,000 to operate a pilot educational program at Draper Correctional Center. This now appears to be a meager sum, but at the time it was most difficult to come by. The need for funds to operate educational programs had not been anticipated, and the only way this amount could be appropriated to you for operating the pilot program was by means of a Board decision to deprive the correctional system of these funds in another of its operational efforts.

Now, however, in March of 1968, that $3,000 appears to have been a good investment. We have only to reflect upon the past eight years and the growth of that initial effort to realize that our small investment was the stepping-stone to the position from which you could secure private monies and certain federal grants which have since provided educational and vocational training for some 1800 prisoners.

While you have been conducting the federal programs there at Draper, certain state agencies have also been exerting every effort to provide staff, facilities, and money for the rehabilitation of all prisoners under our care and supervision. I know that you are personally familiar with many of our efforts, but I would like to take this opportunity to enumerate our accomplishments to date and to advise you of some of our plans for the future.

You will be interested to note that state appropriations to the Board of Corrections have increased considerably during the last few years. In fiscal year 1964-65, when the MDTA project was getting under way at Draper, the legislative appropriation to our Board was $1,387,000. In this fiscal year (1968-69), that appropriation has been increased to $3,087,000. Additionally, the state legislature has approved a $10,000,000 bond issue for the improvement of all prison facilities under the control of the Board of Corrections. Construction now going on includes a receiving and classification center and hospital at Mt. Meigs, Alabama; a new maximum security unit to house 500 prisoners at Atmore; a trade school at the Frank Lee Youth Center; an administrative office building within the Capitol Complex in Montgomery; and a meat-packing, food-processing plant at Draper Correctional Center. I would like to point out, however, that the meat-packing, food-processing plant is not a part of the bond issue; instead, the $800,000 needed for construction of this unit was provided in the Board of Corrections' regular budget.

In addition to these appropriations, the Board of Corrections earns approximately $2,500,000 through farming, livestock operations, industry and highway road camp work. I remind you that there has been a drastic reduction in the assignment of prisoners to highway road work; the number of prisoners assigned to road camps has been reduced from the June '64 high of 2,350 to the present figure of 850.

Too, there has been a decrease in the prison population as a whole in the past six years, from a total of 5,590 to a present 4,000. And we are shooting for the goal of a population of only 2,500 in the next 15 years. In the opinion of some, this is extremely optimistic. However, my personal opinion is that the goal can be realized.

We hope to increase the efforts being made to rehabilitate the prisoner population. All new facilities will be operative by the end of 1971 when the old and dilapidated Kilby Prison is finally demolished. The new receiving and classification center at Mt. Meigs will be well-staffed for the proper examination of all prisoners coming into the system and will include a modern, well-equipped hospital. We plan to add a wing there for the care and treatment of the criminally insane. It would be my hope that space can also be provided in this center for some small-scale experimental work in the diagnostic and classification process.

We hope, too, to provide your program almost double its present facilities for the expansion of your experimental work when the J. F. Ingram Trade School is moved from Draper to the Frank Lee Youth Center site. The new packing and process plant now under construction at Draper will supplement your programs by training many young men in the meat-cutting, food-processing trade. This facility is scheduled for completion during 1968.

The Board of Corrections plans to continue cooperating and working with other state agencies which are constantly striving to increase their services to offenders. The State Division of Vocational Rehabilitation has made great strides in this connection in just the past year. And, the State Board of Pardons and Paroles, with our complete support, sought a legislative appropriation during the past year to increase its staff. This Board has subsequently employed 25 more probation and parole officers.

We are encouraged, too, by present plans for new library services for each of our units and pledge our full cooperation to the State Library Service to implement this new program.

One other accomplishment in which the Board of Corrections takes great pride is the employment of a full-time psychologist during the past year to work with offenders throughout the system. When the receiving and classification center is opened, additional staff will be employed to meet the needs there.

In closing, I would like to point out that it has been my observation that our experimental efforts with Alabama prisoners have been well received by the people of this state, and I have had many members of the legislature to highly commend the program conducted there. It is my honest opinion that as time goes on both the people of this state and the state legislature will cooperate more and more to see that this type of program is extended throughout the system.

Meantime, I hope that plans will be made to expand our present programs into other of the state's correctional institutions in order to eliminate the necessity of transferring prisoners from throughout the system to Draper where they can benefit from the training offered there. If this is not possible, we will continue to transfer prisoners to Draper as we have done in the past. It had been hoped, too, that some type of program could be implemented at the Julia Tutwiler Prison for Women at this time; we trust that plans for setting up a vocational training and rehabilitation program there will not be dropped.

Best wishes in the months to come. We pledge our wholehearted support to your continuing efforts.

Sincerely yours,

A. F. Lee

A. F. Lee
Commissioner

AFL/jg

State of Alabama
Department of Education
State Office Building
Montgomery, Alabama 36104

ERNEST STONE
STATE SUPERINTENDENT OF EDUCATION

March 12, 1968

Dr. John McKee
Director of Federal Research
Foundation
Draper Correctional Center
Elmore, Alabama 36092

Dear Dr. McKee:

We will attempt to give you some rehabilitation information for your use in preparing the application for a pilot project with HEW.

Prior to 1965-66, our work with the public offender was one of a general effort rather than one of a specialized nature.

The State correctional centers were considered as referral institutions similar to any other referral source, and counselors accepted referrals from these centers on an individual basis. Only those prisoners that were within six months of their parole or within six months of serving their sentence were even considered for rehabilitation services. These referrals, of course, were people with physical and mental handicaps and counselors provided whatever service was indicated in an effort to vocationally rehabilitate them. We had a liaison counselor who was responsible for visiting correctional centers on a periodic basis to receive referrals and to work with correctional center personnel in identifying certain prisoners that were about to be released.

We have no method of identifying the number of cases that were accepted from correctional centers prior to 1965-66, and therefore, we are unable to provide you with specific facts relative to the services provided and the number rehabilitated. We had no counselors specifically assigned full time with the responsibility of rehabilitating the public offenders prior to 1965-66.

During Fiscal Year 1966-67, the Vocational Rehabilitation Service began to give more attention to the rehabilitation of the public offenders. Three counselors were assigned full time to State correctional centers to identify those prisoners that might be eligible for rehabilitation services and to begin developing and utilizing available resources within the prison system. These counselors began to provide services to the public offenders who were eligible for rehabilitation services. During Fiscal 1966-67, these three counselors served 151 clients in referral and active statuses in the State correctional centers. Presently, in this current fiscal year, these counselors are working with 209 clients.

Two innovation projects were begun with the City and County Courts in Montgomery and Birmingham during Fiscal 1966-67 in an effort to rehabilitate the young public offender. A full-time rehabilitation counselor was assigned to each of these centers and at the end of Fiscal 1967, we had a total of 58 referral and active cases in the two case loads. Presently, in this current year, these counselors are working with 95 clients. Plans are being coordinated with the Family Courts to expand these two programs in providing facility services to the young public offender.

A total of $65,004.59 was spent during Fiscal 1966-67 in providing rehabilitation services to the public offenders. During Fiscal 1968, $173,030.08 has been budgeted for the rehabilitation of public offenders.

The range of services includes vocational counseling, vocational evaluation, physical restoration, personal adjustment training, vocational training, provision of tools, equipment, uniforms, maintenance, placement and follow-up. Plans call for the establishment of a community rehabilitation residence that will serve as a transitional process from prison release to the field of work.

Rehabilitation counselors who are serving general case loads will increase their efforts in working with probation officers in serving clients that are on probation who are in need of rehabilitation services. The rehabilitation administration will take steps to involve the rehabilitation field supervisors and rehabilitation workers to increase the number of clients being served on probation or who have been released from prison after serving their term. Any plans developed leading toward the rehabilitation of the public offender will be developed in cooperation with the Pardon and Parole Board. Presently, a total number of 86 whites and 64 Negroes is being served in this rehabilitation effort of cases that are in the active status. We have no count of the number of white and Negroes in a referral status case load. The referral status case load is people that we know about but have not provided any services to.

I trust that this information will be helpful to you in making your application. If there is any further assistance that this office can provide, please let me know.

Sincerely yours,

O. F. Wise, Director
Rehabilitation & Crippled Children

OFW:jbf

State of Alabama
Department of Education
State Office Building
Montgomery, Alabama 36104

ERNEST STONE
STATE SUPERINTENDENT OF EDUCATION

March 18, 1968

Dr. John M. McKee
Executive Director
Rehabilitation Research Foundation
P. O. Box 1107
Elmore, Alabama 36025

Dear Dr. McKee:

You know, of course, officials of the Alabama State Department of Education, Vocational Division, have been deeply interested in the rehabilitation of inmates of Alabama prisons through Vocational Education for many years. Until the passage of the Vocational Education Act of 1963 we could not legally expend Federal funds for this purpose. We did, however, support programs from time to time with rather meager State funds.

A recent session of the Alabama Legislature made an appropriation for initial equipment for some nine (9) occupational courses in the J. F. Ingram State Vocational School at Draper and provided funds for operating the program. At a later session of the Legislature an appropriation was made to construct new facilities for the J. F. Ingram State Vocational School. From the 1963 Vocational Education Act funds some $50,000.00 were allotted to supplement the State appropriation for construction. These facts are pointed out as evidence of the State's increasing interest in and support of Vocational Education for prison inmates. There is no reason to believe this interest and support will not continue to increase in the future.

Yours very truly,

J. F. Ingram

J. F. Ingram, Director
Vocational Education

JFI:no

SECTION VII

THE PROJECT AND CIVIL RIGHTS

> The law of liberty tends to abolish the reign of race over race, of faith over faith, of class over class. It is not the realisation of a political ideal: it is the discharge of moral obligation.*

Prior to August 1964, the three major state penal institutions in Alabama--Kilby, Draper and Atmore--were divided along racial as well as security classification lines. That is, Kilby was a maximum security institution for white offenders; Draper handled white inmates at all levels of security and Atmore handled all security levels of Negro and white (majority Negro) inmates. But in August 1964, the Alabama Board of Corrections authorized the Commissioner of Corrections, A. Frank Lee, to sign the civil rights compliance form required for the Draper E&D Project to be established. Immediately upon signing the form, the Commissioner had about 30 Negro inmates transferred from Atmore to Draper, thus beginning the desegregation of the Alabama prison system.

In selecting students for the first training cycle, the Foundation was restricted to those Negroes who had been transferred from Atmore. Fourteen of the 30 transferred (12% of the total trainee population) completed training. It was immediately apparent that some problems growing out of the pre-prison environment, specifically relative to cultural and educational deprivation, had not been anticipated when the original proposal was submitted. For example, within their racial groups, a higher ratio of Negro inmates than of white inmates had educational levels which would have prevented their deriving appreciable benefit from the training program.

At the beginning of the second cycle of training, the Board of Corrections permitted Foundation staff members to again recruit from the Atmore population in order to involve more Negro inmates in the project. As part of this process, the Commissioner made the transfer of considerably more Negro inmates to Draper. From this larger group, 19 completed training (16% of the total trainee population).

By 1967, the third year of the project's operation, 160 Negro inmates had been transferred to Draper. There were 450 white inmates. In the third training cycle the Foundation was able to recruit Negro and white trainees in proportion to their numbers in the institutional population: 23% of the third cycle's graduates were Negro.

The Foundation sought many means to overcome the education gap it found between most Negro inmates and a majority (although by no means all) of the white inmates. One solution was found in the 20-weeks prevocational basic education course which began in March 1967 to prepare prospective students to enter the second half of the third training cycle.

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*Letter from John E. E. Dalberg, Lord Acton, April 24, 1881.

Forty-two inmates, of whom 10 were Negro, completed the basic education course. An intensive program of remedial education raised their educational achievement levels, as measured by standardized achievement tests, to those high enough to permit full benefit from the training and basic education components of the E&D Project.

In addition to training an integrated population, the Foundation also actively sought to recruit staff members without regard to race. However, by the mid-sixties, competition for qualified Negro personnel had become intense. In addition to this competition, we were faced with handicaps of our distance from metropolitan population centers, our inability to provide long-term employment security, and a limited salary schedule. Our best sources of potential Negro employees were members of the Board of Directors and Advisory Committee and the MDT Projects which operated in Montgomery. However, until the end of the project, the keen competition for qualified Negro professional personnel from other projects, state and federal government agencies and private industry and our own handicaps as potential employers meant we could not employ as many Negroes as we wished. We were able to secure five Negro staff members: two clerical employees and three professional ones. In addition, a counselor and secretary from the Tuskegee Labor Mobility Project, both of whom are Negro, were stationed at Draper to assist inmates who desire to relocate upon release.

In 1967, the Alabama prison system was prohibited by the State of Alabama from making any change in the racial makeup of its facilities, pending an appeal of a decision by the 5th U. S. District Court to integrate the entire prison system. In March 1968, the lower court ruling prohibiting segregation of state, county and city incarceration facilities was upheld by the U. S. Supreme Court, and Alabama was ordered to desegregate all her prison facilities within one year.

At the time of this writing, Draper Correctional Center is totally desegregated in all aspects--eating, sleeping, recreational facilities, clubs and work crews. The next step will be to achieve a racial balance throughout the prison system, beginning early in 1969 when the new Holman Unit goes into operation. The Foundation will continue to recruit Negroes in order to have an equal ratio of Negro to white in its training population in accord with its previously stated policies.

Since our contacts with the Negro community have been strengthened with the addition of several new Negro members on the Board of Directors and on the Advisory Committee, we hope through these new participants in the Foundation's work and through previously established channels to be able to recruit and employ qualified Negro personnel in all aspects of our program.

SECTION VIII

STAFFING AND STAFF DEVELOPMENT

> Significant achievements in developing human potential are firmly based on scientific methods applied by a competent staff whose expertise is grounded in a belief in the dignity and worth of all members of society. Committed to this philosophy, the Rehabilitation Research Foundation seeks to quicken the pace of discovering, awakening and energizing those creative processes which restore men's freedom to function as contributors to the society in which they live.*

RECRUITING

The vocational education field in Alabama was already undermanned before the Draper Project entered the picture. Vocational education even today finds itself hardpressed to compete with the attractive positions business and industry are able to offer potential instructors. To this existing situation was added, for the Draper project, impermanence of employment and inconvenient remoteness.

For most, the drive to and from work was not only expensive but added another hour to the eight-hour workday. The tenure of employment with the project and a lack of any fringe benefits, such as hospital insurance and retirement, precluded many applicants even considering employment with us. (Hospital insurance was made available in the last contract year.)

Another limiting factor in staff recruitment was an original restriction on hiring additional women. One woman, Mrs. Donna Seay, was already on the staff as the Program Director. (Married women who are not breadwinners in their homes can usually accept the short-term employment of an MDT Project.) The Commissioner of Corrections believed the employment of women to be too dangerous in an all-male institution but later lifted the restriction when recruitment efforts failed to attract males to unfilled positions. Two women were added to the administrative staff; however arrangements were made for them to be escorted if it were necessary for them to visit parts of the prison where they would come in contact with prisoners. As the academic atmosphere began to prevail in the institution, it was possible to add even more women to the staff. During the final year, a woman served as the assistant remedial instructor.

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*Bruhn, Vera G. "Alabama's Unique Foundation." Elmore, Alabama: Rehabilitation Research Foundation, 1968, p 1.

Although the waiving of the staffing restriction involved risks, the new dimension this policy gave to the treatment program appeared to have been reinforcing to trainees and there were no incidents. It is now recognized that women can be a definite asset in a prison training program.

No completely satisfactory staff recruiting approach was ever found. Until the project ended, we recruited through Employment Service, private employment agencies, our board of directors and advisory committee, colleges and universities, newspaper ads, and all of the normal routes. To be ready to operate before the lead time expired, the nucleus staff found it necessary to assist in recruiting by urging qualified friends to apply for jobs. Eventually, we were able to complete staffing through one or another of the means mentioned, but in a few cases, we had to accept persons whose qualifications limited the potential of the positions for which they were hired.

TRAINING

Since the newly recruited staff had no experience working with offenders, each brought with him his own notions about how to rehabilitate offenders. The first task, then, became one of trying to get a unified approach to the treatment of inmate trainees.

In-service training given to all staff began with an orientation to the convict culture in which the Warden of Draper described generally what the trainees would be like and the kinds of problems the staff might encounter. He also emphasized the fact that each would be in a key position to serve as a role model for inmate trainees.

This orientation was followed by the Project Director's briefing on the project's goals and structure and what would be expected of both staff and trainees.

Custodial personnel were called in to explain security measures that were essential to the program's operation within the prison complex.

Reporting procedures were explained to the staff by representatives from the local and state Employment Service and the Manpower Development and Training Section of the State Division of Vocational Education. The latter gave some assistance to the administrative staff in accounting procedures.

For the most part, the occupational training staff included expert tradesmen-turned-instructors who had no teaching experience. Only one person hired was an experienced trade instructor. Another one had had teaching experience in a secondary art class. It was thus necessary to provide teacher training to enable the training staff to do the job. The Director of the State Division of Vocational Education and the University of Alabama's teacher trainer of Trade and Industrial Education provided in-service training to all staff when the project began. In-service training was continued by the project's program director and the director of the programming unit. Unable to find a shop supervisor who had a vocational education training background, we hired the person most nearly qualified for this position. He served as a coordinator of training and supervised group training in which each staff member took the responsibility for teaching the group an assigned section of the curriculum. During the third year, the project's Public Information Coordinator assumed the responsibility for staff training until his resignation. His experience in personnel training and conference techniques well-qualified him to achieve a primary objective of preparing staff to participate in dissemination conferences and made possible a continuous in-service training program.

All other training was given by counsultants and, in most cases, was participated in by the total staff to ensure mutual understanding, cooperation and commitment to objectives. The areas of training are listed below.

Teacher Education
Job Analysis
Human Relations
MDTA Report Preparation
Employment Service Report Preparation
Orientation to General Aptitude
    Test Battery
Organizational Structure and Project Goals
Modification of Convict Behavior
Using the Telephone Properly
Test Item Construction
Rating and Rating Scales
Use of the Case Situation
Different Methods of Programmed
    Instruction and the Use of
    Teaching Machines
The Instructor and His Job
Some Facts About Learning
Influence on Learning
Determining What to Teach
Lecturing and Directing the Discussion
Questioning
Demonstrating
Using Training Aids and Teaching Devices
Preparing Courses of Study and Lesson Plans
Testing and Measuring
Improving the Learning Situation
Preparing Written Instruction: Training
    on the Job
Use of the PerceptoScope
Operating the Off-set Press
Preparing Programmed Instructional
    Materials
The Mathetical System of Programming
The Principles of Contingency Management
Report Writing
The Potential Role of Visitors in
    an Experimental Project
Group Interaction: Theory and
    Techniques
Management by Objectives
The Birkman Method - (sensitivity training)
Communications

Computer - Assisted Education
Public Relations
How to Use Programmed Instruction
Interpersonal Relationships
Educational Technology

Training sessions were arranged during lunch hours, after work hours and, for supervisory staff, during evening hours. In addition, the total staff participated in state MDT conferences and individual members attended conferences independently of the group when the conference programs seemed pertinent to the particular requirements of their jobs.

SUMMARY AND RECOMMENDATIONS

In retrospect, it required an adventurous person to forego both security and convenience to enter a totally unstructured field. It is believed that the staff's desire to combine the need to earn a living with an opportunity to serve others outweighed their remaining in a more stable employment environment. This intrinsic desire to serve others was, we believe, a plus factor which enabled us to offset our inability to employ staff with the kind of qualifications we believed to be preferable.

In some respects, the lack of teaching experience on the part of instructional staff may have worked to our advantage. In the absence of conventional teaching philosophy and techniques, these instructors may have been more amenable to adopting the innovative techniques we found essential in trying to reach inmate trainees. At least their lack of teaching experience appeared to motivate them to respond eagerly to the in-service training offered.

Throughout the life of the project there was a continuous demand from all staff for training experiences which would enable them to serve the inmate trainees more effectively--a demand which was met whenever possible. We believe this interpretation for the role of the staff accounts for both the evolvement of a "unified treatment approach" and a comparatively low rate of staff turnover.

Problems were encountered in getting staff trainers and staff together at times convenient to both. For this reason, we saw a great need for individualized teacher-training programs. Some effort was made to amass and digest our own staff training experiences into guidelines for others who encountered similar problems. However, the need for assistance outdistanced us, and our commitment to disseminate findings quickly led to frequent in-depth workshops which would pass on to others techniques we had found to be successful. As willingly as we performed this service, it required staff time that could have been profitably spent on achieving our training objectives.

In general our recommendations regarding staff and staff development emerge as follows:

- Hire the best qualified applicant who has potential to perform the job for which he is employed
- Provide intensive training before the program begins and continue in-service training throughout the life of a project

These two recommendations lead to broader ones:

- Funding agencies, considering the problems involved in recruiting and hiring staff, should permit enough lead time for intensive staff training

- Those who propose to operate an MDT program in a prison setting should plan, budget and commit specialists needed for staff training
- Those who have gained experience in prison manpower programs should prepare training curriculum and materials which may be utilized individually and/or with groups

SECTION IX

USE OF PARAPROFESSIONALS: THE COLLEGE CORPS

> The process of developing an identification with others is not completely understood. But there is no doubt that identification is one of the most basic processes involved in socialization.............The reader should bear in mind that aspects of the discussion (how does an identification develop?) are often speculative, existing empirical evidence neither clearly supporting nor refuting them. There appear to be at least two conditions that facilitate the development of an identification with a model. First, the child (person) must want to possess some of the model's attributes. Second, he must have some basis for believing that he and the model are similar in some way.*

Originally conceptualized as an economic means of providing subprofessional staff for the Foundation's first project at Draper, the College Corps soon attracted bright undergraduate and graduate students from colleges and universities throughout the eastern half of the country. In all of the Foundation's E&D projects, more than 50 young men have served; many received from three to fifteen hours' undergraduate or graduate credit in psychology, education or sociology.

A total of 25 College Corpsmen served in the MDT program. The 25 undergraduates and graduates came from 10 colleges and universities in five states. They served an average of one semester in the project. More than one-third have entered or plan to enter career fields directly related to their work at Draper.

The College Corps quickly came to be much more than a means of augmenting professional staff. Its members were positive peer models for the prison inmates who constituted the Foundation's target population. The corpsmen's success experiences contrasted vividly with the failures familiar to the inmates, but their ages were similar. With encouragement from the corpsmen, many inmates came to believe, for the first time, that their lives counted and that they, too, could succeed.

During the fall semester 1961, seven students from Huntingdon College in Montgomery and nine Draper inmates participated in a "Psychology of Adjustment" seminar. Financed under a Ford Foundation grant, the classes were conducted weekly at Draper under the direction of Dr. Thomas F. Staton, Chairman of the Department of Psychology at Huntingdon. (1)

The selection of inmate participants was based on their expressed interest and educational level--all had completed high school, most of

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*Mussen, Conger, Kagan. Child Development and Personality. "How Does An Identification Develop?" New York, Harper & Row, 1963, p 266.

them while confined at Draper. They had been participants in an earlier experimental educational program at Draper and were committed to improving themselves through learning.

Before their commitment to educational pursuits, most could have been described as antisocial, hostile individuals. Behavior modification had begun with the earlier program. The seminar produced further modifications. However, these modifications could not be attributed solely to greater insight obtained from expanded intellectual horizons. In analyzing the records of this experiment, Dr. John M. McKee, Director of the experimental academic program at Draper, and Warden John C. Watkins hypothesized that interaction with successful peers--college students--could also effect behavior changes.

One of the many problems facing the fledgling experimental academic program at Draper was the lack of staff. Studying the seminar reports, Dr. McKee felt that college students could be an economic, readily available and highly effective source of subprofessional staff. Their training would enable them to capably assist staff members, and the seminar reports indicated that college students could also be successful role models for the inmate students.

This assumption was first tested beginning in May, 1963, when the first two members of the College Corps began work at Draper. The success of the experiment in employing college students can be measured by the fact that college students have since been employed almost continuously. Based upon 18 months' successful experience with the College Corps in its experimental academic program, the Foundation received approval to include a similar component in the MDT program.

PRACTICUM CREDIT

Students from three universities received practicum credit for their work experiences with the Foundation at Draper. These schools were the University of Alabama, Auburn University and Troy State University. Students from one other school--Kalamazoo College in Michigan--worked with the Foundation in work-study programs.

Practicum credit was a matter of agreement between the student and his department head. All of the three above-mentioned universities recognized the value of the work experiences the Foundation offered in its projects and stated willingness to grant qualified students practicum credit. However, the amount of credit, subject areas and other requirements (papers, etc.) were determined by the student and his department head. The only role the Foundation played in helping a student earn practicum credit was to have the projects at Draper approved by the three universities as a source of practicum credit and to verify records, etc. Because practicum credit agreements were left to college students and their department heads, we do not have complete records of the number who received credit nor the number of hours. But we know of four students, nearly 20 percent of the College Corps group, who received credit; and we have reason to believe that several others did.

Those we know about received three hours credit in guidance and counseling from the University of Alabama Graduate School; five hours in sociology from Auburn University; fifteen hours in educational psychology from Troy State University; and three hours in psychology, also from Auburn University.

RECRUITING

Paraprofessionals were recruited through campus visits; through referrals from Advisory Committee and Board members, project staff and college and university department heads and student placement officers; and through presentations to student groups both on campus and on the project site.

The primary problems in implementing the College Corps program centered around recruitment-related difficulties, especially after the draft began to affect more college students. The College Corps program co-existed with Office of Economic Opportunity campus work-study programs without either adversely affecting the other for the first year. But the growth of the Viet Nam commitment and the resultant increased draft call-ups threatened previously draft-exempt college students. Students participating in O.E.O. work-study programs were draft-exempt; College Corpsmen did not receive a similar blanket exemption. Deferments were obtained for a few corpsmen when the Foundation appealed to individual draft boards, but most students who wanted to work for a semester or a quarter chose the O.E.O. programs which permitted them to remain on campus rather than risk being drafted out of the College Corps program.

Another recruitment-related problem was that college and university students were primarily interested in summer employment; only a small fraction were looking for fall or spring positions. Students were generally reluctant to leave campus during the regular school year unless compelled to do so by economic necessity. Their reluctance to interrupt the normal course of their education increased when they were threatened by the draft. This problem existed from the time the College Corps program began, and we were unable to solve it.

The prison's isolation affected our recruitment of College Corpsmen as it did recruitment of other staff. For a brief time, corpsmen could share a duplex housing unit on the prison grounds, thus we were able to employ students from distant areas. When prison personnel needed this housing unit for their own use, we had more difficulty attracting and keeping students from outside the Montgomery area.

AREAS OF TRAINING

College Corpsmen received on the job training in two general areas: guidance and counseling and educational technology. Students working in the field of guidance and counseling collected personal data through personal interviews and questionnaires; administered and scored achievement, vocational preference and personality tests; conducted and used group guidance procedures; and developed case-study procedures.

Students who worked with one of the remedial instructors (most of whom had previous experience with student teachers) administered programmed self-instructional materials; prepared, administered and scored tests for P.I. materials; and assisted in diagnosing students' needs and prescribing the correct materials.

INTERACTION WITH INMATES

Possibly the most important role of the College Corpsmen was that of serving as peer models for the inmates. Many of the inmate trainees involved in the Foundation's projects were the products of pathological environments and their only peer models had been other members of the gang or other delinquents. Failure was their hallmark.

Corpsmen engaged in group and individual discussions with the inmates on a highly informal basis. Aspirations for the future were discussed, and the inmates began to perceive that the corpsmen, although peers in age, had vastly different values and goals. Many inmates began to question their own internal value structure and to reformulate their concepts. A common manifestation of this change in values was an expression of the desire to attend college, "to better myself."

While many corpsmen and inmates became close friends, it is significant to note that these friendships did not lead to any breach of security. No mail was carried in or out, no unauthorized shopping was done and no regulations were broken. Some of this continued security can be accounted for by the in-service training the corpsmen received. But there were surprisingly few requests for corpsmen to break security regulations. That there were so few is in itself a powerful indicator of the behavior changes brought about by interaction between corpsmen and inmate trainees.

POST-CORPS CAREERS

Many corpsmen have entered professions directly related to their work experiences at Draper. Ten corpsmen are still students: six of these are undecided about the future or plan to enter fields unrelated to their Corps experiences. The remaining four state they intend to enter fields (social service and corrections) directly related to their Corps experiences.

Six former corpsmen are in the military: four of these are working in areas related to their corps work and two are not.

Seven corpsmen have entered fields directly related to their experiences at Draper: one is a central classification officer; two are probation officers; two are teachers; one is an educational technologist; and one is a psychologist.

SPIN OFF

College and university administrators state a need for well-organized programs which will serve as a laboratory in which those students aspiring to work with the hard-core disadvantaged may gain counseling experience or teacher apprenticeship. Our experiences indicate that students are eager to utilize opportunities to gain paraprofessional experience.

Auburn University was one of the universities participating in the College Corps program. As a result of this participation, AU students preparing to enter the vocational rehabilitation field are now interested in working as paraprofessionals under vocational rehabilitation counselors stationed in two of Alabama's correctional institutions.

Just this summer, paraprofessional assistance was sought by one of our cooperating agencies. Alabama's parole supervisors are overloaded (150 cases vs. 30-50 recommended average) and overworked. To relieve this situation, the Board has employed five college students to work for the summer (1968). Three will work in the state central office, primarily doing statistical tasks and writing up case summaries. Two will work directly with parole supervisors, one in Birmingham and one in Montgomery. These two will conduct initial interviews, check police records and assist parole supervisors in the leg-work which is a necessary but time-consuming part of the supervisors' duties. Each student will be rotated so that by the end of the summer all will have had experience in the field of probation and parole. Not only will their assistance alleviate the problem of having to use professional staff to perform routine duties, but student participation in probation and parole (as in other fields) could result in knowledgeable career decisions to enter the field. This, in turn, could open a new solution to the problem of recruiting trained, qualified and dedicated personnel into corrections and related fields.

CONCLUSIONS

The most readily apparent conclusion is that it is possible and highly desirable to involve students from colleges and universities in programs aimed at helping a youthful offender population. College students, carefully recruited with the cooperation of department heads and placement bureau personnel, are enthusiastic workers and communicate well with the target population.

Schools are willing to grant practicum credit for student participation in well-organized, meaningful programs such as the College Corps. Three colleges and universities granted practicum credit to students working for the Foundation in its MDT project.

Programs such as the College Corps can attract well-qualified young men into the fields of corrections and social science. Sixty percent of the College Corpsmen studied in this report later entered these fields.

College students can augment professional staff successfully and perform assigned tasks with a minimum of supervision. (This point is especially pertinent to programs where professional staff is limited by funds, inability to guarantee long-term security, other considerations.)

RECOMMENDATIONS

■ Colleges and universities need well-organized programs which can serve as a source for counseling and educational technology internship. This provides an excellent source of employment for MDT programs in prison and at the same time serves a much-needed laboratory for counselor training and teacher apprenticeship for those who aspire to work with hard-core disadvantaged.

■ Selection of college corpsmen should be carefully planned by the joint efforts of the participating college and MDT staff.

■ A well-outlined program of experiences which college corpsmen will receive should be written up and submitted to college administrators and advisors so they can constantly seek qualified college students who need such experiences and exercise judgement concerning practicum credit.

Recruiting eligible college corpsmen should entail:

- On-site visits by college classes (sociology, criminology, guidance and counseling, education, etc.) wherein visitors receive extensive information about the college corps program.

- MDT staff visits to college campuses to talk to classes, interview prospects, distribute College Corps brochures, and talk with college placement personnel and student advisors.

■ Thorough orientation and in-service training should be a prerequisite to service; direct supervision of corpsmen can then be relaxed to include "trouble-shooting" sessions. However, college corpsmen should be included in all staff training sessions to keep abreast of evolving concepts and approaches.

■ After proper groundwork has been laid, MDT administrators, counselors and educational technologists should provide an atmosphere which will allow the college corpsmen to interact amid formal and informal situations and should encourage corpsmen to use creative abilities which they possess in helping the inmates.

Dr. John M. McKee, Director
Rehabilitation Research Foundation
P.O. Box 1107
Elmore, Alabama 36025

The Rehabilitation Research Foundation conducts the "Draper Experimental Projects," named for their setting, Draper Correctional Center, a state prison for youthful offenders in Elmore, Alabama.

The project's professional staff is augmented by participants in a unique experiment in the use of subprofessionals -- the College Corps. College Corpsmen are undergraduates, usually juniors and seniors who, through arrangements made with their schools, work in the project for a semester or a quarter, in some cases receiving college credit for their work.

HELP YOURSELF --- HELP OTHERS ---
Join the
College Corps

HOW YOU CAN HELP YOURSELF

...Earn money ($330 per month)
...Put the theories you have learned to practical use
...Gain practicum credit*
...Prepare a research paper
...Gain valuable professional experience

HOW YOU CAN HELP OTHERS

...Assist professional psychologists, teachers, and counselors
...Educate disadvantaged inmates
...Share your attitude and values with inmate trainees
...Show them the way to a new and better life

YOU ARE ELIGIBLE IF YOU

...Are a college junior, senior, or graduate student
...Are in the upper half of your class in academic performance
...Possess positive personality traits

AT DRAPER CORRECTIONAL CENTER YOU MAY HAVE THE OPPORTUNITY

...To work with trained counselors and psychologists
...To assist in the remedial education programs
...To help in experimental-academic projects
...To work with a disadvantaged population in a nationally recognized setting

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*Practicum credit agreement with Auburn University, University of Alabama, Troy State College, Kalamazoo (Mich.) College.

WANT MORE INFORMATION?

- * See your Student Placement Officer, or
- * Fill out and mail this card.

COLLEGE CORPS
Opportunity Card

I am interested in the College Corps. Junior ( ) Senior ( ) Graduate Student (

PRINT NAME_________________________ AGE______
(First name) (Last name)

ADDRESS______________________________
(Street address or post office box number

____
(City) (State) (Zip)

Telephone where I can be reached____________________

Who told me about the College Corps____________________

SECTION X

DISSEMINATION

> Every year the Federal government spends millions of dollars to finance experimental, demonstration, and research projects in one or another of the social sciences. Many of them produce valid and valuable findings on how to improve practices, techniques, services and standards.
>
> There is, however, a considerable gap between the best available knowledge in almost any given field and everyday practice. The quality of life in our society can be upgraded if that knowledge can be more widely disseminated, given greater impact, and more extensively applied. This seems particularly true with reference to knowledge in the areas of human resource development and utilization, design of human environments, and health-related knowledge.*

The purpose of the Draper E&D Project was to break ground in an exploratory fashion. Once the explorations began to yield data and that data had been evaluated, it followed that dissemination for utilization would be a necessity. The description of our dissemination activities which follows illustrates this fact. Public relations--establishment of a public climate favorable to the project--was the emphasis of the first year's dissemination efforts. Simultaneously, project staff were making presentations before professional groups to disseminate experiences and guidelines. In the second year the balance between dissemination for utilization and public relations was even: we continued to establish a favorable climate even as we planned nationwide dissemination through four regional-level conferences. In the third year, dissemination for utilization became the foremost dissemination activity and was carried on in continuing regional-level conferences, on-site training sessions and off-site workshops. Meantime, public relations efforts were directed toward maintaining the existing positive community attitude toward the project and toward the specific involvement of various citizens.

When the Draper MDT E&D Project began in 1964, the primary objective of the dissemination phase was to create and maintain good public relations. We reasoned that good public relations would facilitate our effort to place graduates in jobs. Thus, dissemination was initially the responsibility of the Job Development and Placement Officer. (Refer to Section V, Chapter IV.)

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*"Putting Research, Experimental and Demonstration Findings to Use." U. S. Department of Labor, U. S. Government Printing Office, Washington, D. C., June, 1967, p 1..

The early program had two objectives:

(1) to create a climate favorable to efforts directed toward placing graduates in jobs, and

(2) to solicit community volunteers whose areas of expertise would enable us to implement health, safety, and enrichment programs for our target population

These goals were accomplished through an active public relations campaign. Speeches were made to professional and trade groups, colleges, and community service organizations. Representatives of news media were contacted and invited to tour the project; frequent press releases kept our activities in the forefront of the public's awareness.

FOLLOWUP INFORMATION REQUESTED

Once interest had been created, there was demand for followup data. The project's supporters wanted to know what was happening to specific individuals, programs and classes, or what results were growing out of the experimental approaches being tried.

The responsibility for dissemination thus devolved upon the historian, whose responsibility for reporting on-going activities to the contracting office enabled her to supply current information to others, upon request. The progress report, a compilation of activities and findings, was prepared by the historian bi-monthly. The initial mailing list had about 50 names. The demand for followup information swiftly expanded this list; soon, 300 copies of the report were being prepared. It was found that 300 copies were still not sufficient. We frequently had to make second printings of the progress report to satisfy the demand for current information.

As soon as we began to accumulate and analyze data on the various components of our overall program, increasing numbers of professional organizations invited key staff members to speak, to make presentations, or to serve on panels. These dissemination efforts were always followed by requests for reprints of the information presented. We soon found we were not only mailing progress reports to an interested public, but we were also providing more specific, technical data to professionals in related fields.

DISSEMINATION PROBLEMS

While the progress report was a good, readily available means of informing the public, it was never a totally satisfactory dissemination vehicle. Its length and general tone were intended to meet contractual requirements; the demand for information led to our "misuse" of the report as a dissemination tool. What was needed was a brief newsletter published at regular intervals and disseminated to a broad spectrum of lay and professional people.

We were never able to free staff members long enough to create a newsletter, but by the second year of operation, we had developed a library of publications on a wide variety of topics. When the project first began, staff had attended national, regional, state and local professional conferences primarily to keep abreast of new developments in the disciplines related to the project's activities. By the second year of our operation, staff members were attending conferences in major roles as panelists, speakers, workshop leaders or trainers. The requests for professional papers which followed this conference participation led to our developing a publications library and a publications checklist. (Included in this section.) Inquirers seeking information from the project were encouraged to mark the specific publications they wanted and to return the list; papers requested were promptly mailed out. In this manner 13,138 publications were disseminated.

The publications library was also the source of handout materials distributed not only at conferences and meetings but also to the project's numerous visitors. As interest in correctional manpower training rose throughout the nation, increasing numbers of visitors came to Draper. A total of 2,088 people visited the project. Some wanted to view the project first-hand; some wished to view a particular component in-depth; some were seeking on-site training.

Requests not only for publications but also for structured training-type seminars led to a more sophisticated dissemination effort. They also led to the realization that we would have to form a unit whose prime responsibility would be to coordinate the various dissemination phases. In our 1966 proposal for renewal, provision was made for such a unit.

This unit would be headed by a person experienced in staff training and development and would be supported by a writer who had background and experience as a public information specialist. A retired civil servant with more than 30 years' experience in staff development and conference coordination was employed to head the unit in September, 1966. He immediately inaugurated a series of in-service training sessions which were designed to prepare staff members for actual participation in dissemination conferences.

DISSEMINATION FOR UTILIZATION

In the fall of 1966, dissemination conferences were held for a small group from Puerto Rico and a group of 21 from Hawaii. With the passage of Section 251 of the Manpower Development and Training Act, it became evident that even greater demands for information about correctional manpower training programs would have to be met. The U. S. Department of Labor, fully appreciative of this need, began to formulate plans for a series of nationwide dissemination conferences. Such conferences would permit dissemination of guidelines, experiences and findings of the three E&D pilot programs in correctional settings and would also serve as forums for interchange of ideas among participants. Draper's experiences would be described together with those of the other E&D pilot projects. Consequently, a broad range of ideas and guidelines was envisioned to provide maximum assistance to states and organizations contemplating the establishment of correctional manpower training programs.

Mini-conferences in Washington in late January and February, 1967, laid the groundwork for the first formal dissemination conference. A public information specialist (writer) was added to the unit staff to share some of the responsibility for conference planning.

The Department of Labor, deciding to hold the first conference in Montgomery, asked the Foundation to send questionnaires to 258 agencies in all 50 states. The questionnaire announced the first conference, solicited interest in that one or a later meeting and provided a checklist on which agency representatives could rank suggested topics in order of interest. When a general planning meeting was held in Washington in March, 78 replies had been received indicating that 99 people were interested in attending a conference similar to the one described. On the basis of these figures, it was estimated that about 400 people would attend the four conferences. To best accommodate this number, a series of three and possibly four regional dissemination conferences was anticipated.

In the midst of planning for the first conference, to be held May 22-25 in Montgomery, the Public Information Coordinator resigned because of ill health. The historian, whose previous employment had included extensive experience in planning and conducting training sessions, was temporarily assigned to head the Dissemination Unit. This shift in job responsibilities brought the compilation of the bi-monthly progress report and all other reports requested by the contracting agency directly under the Dissemination Unit, and the Unit continued to function with this structure until the end of the project.

REGIONAL CONFERENCES

More than 130 people attended the first dissemination for utilization conference. The format was an envisioned by the Department of Labor: experiences, guidelines, findings and recommendations were exchanged among personnel from the Rikers Island, Lorton, Draper and South Carolina E&D projects, representatives from funding agencies and personnel from each of five cooperating agencies: corrections, vocational education, employment service, pardon and parole and vocational rehabilitation. The success of the first conference pointed up the need for similar ones in other regions.

The second conference was planned by the Foundation and the University of Houston School of Business Administration (which had a manpower project with a mandate to hold several educational conferences in selected fields) and was held in Houston July 23-26. The Staten Island Mental Health Center, contractors for another of the three E&D correctional projects, worked with the Foundation to operate the third conference in New York City, November 13-16. Before the third conference, the Department of Labor realized that a fourth one would be necessary. It was held in Berkeley, California, February 25-28, and was jointly sponsored by the Foundation and the University of California School of Criminology.

Approximately 600 people registered for the four conferences, and an additional 200 attended part of a conference but did not register. More than forty states (including Hawaii and Alaska) and Guam were represented in the total, despite a travel freeze for federal agencies which was in effect at the time of the New York Conference. There was reasonably balanced representation from each agency at each conference although not all states were represented by the full range of agencies. The dissemination conferences had impact primarily in eight areas:

(1) Dissemination of E&D and research results through a variety of vehicles--papers, workshops and individual conversations. Each of the three E&D projects had handout materials available and two of the four conferences scheduled visits to on-site correctional manpower training programs.

(2) Development of dialogue between different professional groups
(3) Promotion of proposals under Section 251 MDTA
(4) Development of public support for prison inmate training through broad use of the communications media and the involvement of local officials, social agency representatives and other important sectors of the community
(5) Exposure of the breadth of progressive ideas in corrections
(6) Breaking down insularity between correctional and non-correctional personnel
(7) Stimulation of proposals to federal sources other than Section 251
(8) Input of ideas from business and industry and federal prison personnel with experience in the operation of work-release programs and transitional facilities.

ON-AND OFF-SITE WORKSHOPS

On-site training for small groups (2-10) was part of our dissemination effort throughout the project's operation. Thirty people participated in on-site training sessions, including officials from Cook County Jail (Chicago), Memphis, and Thailand. These training sessions provided a general overview of the project's operation and could, upon request, focus on a specific aspect of the total program. Each component developed an on-site training ability which was applied as the need arose.

The largest single off-site training workshop was implemented at the request of the California Youth Authority, which asked the Foundation to train 50 correctional education administrators in the use of programmed instruction with offenders. A manual, How-To with P.I., was developed specifically for this training program, which included a discussion of methods of motivating, contingency management, and diagnosing and prescribing for a wide range of educational deficiences.

Within Alabama the Foundation has frequently been called upon to help various state departments train personnel. Nine hundred employees of the State Water Works and Sewage Department will use the "Fractions Lab" package developed within this project to develop mathematical skills. Twenty-one MDT supervisors from the Division of Vocational Education took part in a one-day workshop: the format was a condensation of the previously-mentioned CYA training session.

SUMMARY AND RECOMMENDATIONS

Dissemination had impact on two broad areas: public relations and dissemination for utilization. The stated objectives were met. We established and maintained a favorable public climate, and we participated in a wide range of conferences and training workshops. Forty-eight professional papers were prepared; 1,484 people requested copies of one or more publications; a total of 13,138 publications were distributed. Thirty people participated in on-site training sessions; 98 in workshops off-site; 2,088 people visited the project during its three years of operation. Sixty-five news releases and 165 press kits were prepared and distributed. One hundred and sixty-five speaking engagements were fulfilled.

Continuous requests for more detailed information, for staff members to train other staffs and for presentations indicate to us that we have effectively disseminated our experimental findings and experiences. We know, too, that we have been successful in having our findings utilized not only in other manpower projects in correctional settings but in regular manpower programs and in a broad spectrum of other educational programs. However, our failure to implement a formal followup to dissemination activities precludes any precise data on the effectiveness of the dissemination phase.

While we were successful in achieving the goals established for the dissemination phase of the E&D project, we nonetheless feel that certain improvements in the dissemination program could have resulted in even greater impact. Therefore, we recommend:

- that projects which intend to exchange information with other projects plan a newsletter. This newsletter would be issued regularly and would carry condensed versions of the latest reports, experiments and findings. People who wanted more specific information could write and request it from those responsible for digesting information into the newsletter.

- that projects committed to a dissemination program provide for followup before implementing that program. Our assessment of the impact of this project's dissemination efforts had to be made on the basis of empirical findings and feedback. Provision for formal followup should be made before dissemination begins; we found that once we began to disseminate we did not have time to conduct formal followup studies.

- that every staff member be made to realize that public relations and dissemination are his individual responsibility. The entire staff should be trained in public relations and should be aware of the project administration's policy on all aspects of the program in order that they may properly represent the project to the community at large.

- that consideration be given to training staff members in the rudiments of report preparation and researching. Such training would enable individual staff members to relay concise and complete data to members of the dissemination team who could then devote their efforts to compiling the data into final form.

NAME: ______________

ADDRESS: ____________

____

PUBLICATIONS

from

REHABILITATION RESEARCH FOUNDATION
P. O. Box 1107
Elmore, Alabama 36025

June 1, 1968

THE FOUNDATION AND ITS PROJECTS - 100

__________	103	The Rehabilitation Research Foundation (Informational Statement)
__________	104	Facts About the PACE Scholarship Fund
__________	105	A Research and Demonstration Project In Vocational Training for Youthful Offenders (Abstract)
__________	106	Fact Sheet on the Vocational Experimental-Demonstration Project

PROGRAMMED INSTRUCTION - 200

________	202	What is Programmed Instruction? (A Non-Technical Answer)
________	206	Field Test Report of Programmed Lessons April 15, 1966
________	209 Harless; Cassels, Samuel J.; McGaulley, Michael T.	Mathetics, A System of Programmed Instruction (Monograph), 1966
________	210	Sources of Information on Programmed Instruction (P.I.)
________	212	List of courses used in Remedial Education, MDTA Project

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Publications may be ordered from the following address:

John M. McKee, Ph. D., Director
Rehabilitation Research Foundation
Elmore, Alabama 36025

______	213	Seay	"The Roles of the Teacher for the Effective Use of P.I. in a Correctional Setting," The Journal of Correctional Education, January 1968
______	214		Brochure, Programmed Lessons developed by the Rehabilitation Research Foundation
______	215	McKee; Seay; Terry, Martha	"Development, Evaluation and Use of Programmed Materials," Report the activities of the Materials Development Unit, MDT Vocational Experimental-Demonstration Project
______	216	McKee	"Programmed Instruction in the Correctional Process." Presented to the Conference on Manpower Training for Offenders in the Correctional Process, Berkeley, California, February 26, 1968

CORRECTIONS - 300

______	301	Watkins, John	"Modification of the Subculture in a Correctional Institution," Proceedings of the 94th Annual Congress of Correction, Kansas City, Missouri, September 1, 1964
______	310	McKee	"Dramatic Applications of Educational Technology in Corrections," Proceedings of the 16th Annual Conference on Correctional Education, Center for the Study of Crime, Delinquency and Corrections, Carbondale, Illinois, June 5-7, 1967
______	311	Watkins	"Organization of Institutionalized Resources for Behavior Change: A Model," presented at the 97th Annual Congress of Corrections, Miami Beach, Florida, August 22, 1967
_____	312	McKee	"Innovations in Correctional Programs--Draper's Approach to Correctional Manpower Training," presented to the Correctional Manpower Training Conference, University of Houston, College of Business Administration, Houston, Texas, July 26, 1967

THE COLLEGE CORPS - 400

________	401		The College Corps: A Significant Development in Corrections
________	404		Followup Study on College Corps

EDUCATION - 500

________	502	Seay	"Adult Basic Education for the Disadvantaged: Desirable Methods and Training Aids," presented at the Sixtieth Annual Convention of the American Vocational Association, Denver, Colorado, December 6, 1966
________	503	McKee	"Adult Basic Education for the Disadvantaged: Procedures Used to Raise the Basic Educational Level," presented at the Sixtieth Annual Convention of the American Vocational Association, Denver, Colorado, December 6, 1966
________	504	McKee; Seay; Graham, Malon W.; Clements, Carl	"Improving the Reading Level of Disadvantaged Adults"
________	505	McKee	"Training the Disadvantaged," presented at the Southeastern Psychological Association Convention, Roanoke, Virginia, April 5, 1968

COUNSELING - 600

________	602	Cayton, Paul W.	"The Counseling Process in An MDT Program for Offenders--Emphasis: Problems"

MISCELLANEOUS - 700

________	704	Phillips, Charles W.	Report of Field Trip to Draper Correctional Center's MDTA Project, January 31 - February 1, 1067
________	705	McKee	"Manpower Development Psychology in the Penal Institution," Presented on the "Symposium: Issues & Experiments in Manpower Development of Low Income Groups," American Psychological Association's Convention, Washington, D. C., September 4, 1967

______	706		Draper Correctional Center (A description)
______	707	Seay	"Administrative Coordination of an E&D Program Under the Manpower Development and Training Act," presented at the Correctional Manpower Training Conference, University of Houston, College of Business Administration, Houston, Texas, July 26, 1967
______	708	McKee	"Methods of Motivating Offenders for Educational Achievement," presented at the 97th Annual Congress of Corrections, Miami Beach, Florida, August, 1967
		McKee, Seay, Fain	Progress Reports, Manpower Development and Training Project
______	808		Sixth - July 1, 1965 - September 1, 1965
______	809		Seventh - Experiences of the Draper Educational and Development Project for the Office of Manpower Automation and Training - "Operation Retrieval: Youth"
______	810		Eighth - November 1, 1965 - February 1, 1966
______	811		Ninth - February 1, 1966 - March 31, 1966
______	812		Tenth - April 1, 1966 - June 1, 1966
______	813		Eleventh - June 1, 1966 - August 1, 1966
______	814		Twelfth - August 15, 1966 - October 15, 1966
______	815		Thirteenth - October 15, 1966 - December 15, 1966
______	816		Fourteenth - December 15, 1966 - February 15, 1967
______	817		Fifteenth - March 1, 1967 - May 1, 1967
______	818		Sixteenth - May 1, 1967 - July 1, 1967

	McKee, Seay, Fain, Learning	Dissemination Reports, Experimental-Demonstration Project
________	830	First - June, 1967
______	831	Second - July, 1967
________	832	Third - August, 1967
________	833	Fourth - September 1, 1967 - November 30, 1967
_______	834	Fifth - December 1, 1968 - February 29, 1968
_______	835	Sixth - March 1, 1968 - May 31, 1968

SECTION XI

CONCLUSIONS AND RECOMMENDATIONS

> The realistic prospect of a design of the optimum prison as a rehabilitative institution depends upon the skills and knowledge of specialists and upon the support of the public, especially the legislators. The prison organization does not rest upon the design of its physical architecture but upon its social and psychological orientation as these reflect the inmate milieu and the treatment techniques for redirecting the offenders towards constructive participation in an accepting social order...
>
> The prison would transform from a residual penal institution limited to segregating offenders from a law-abiding community to a focal correctional institution striving for personality change...
>
> Within this operational framework, correctional specialists would attend to the distinct problems of individual inmates...
>
> Towards this end, the prison would become one vast learning center. In it the inmates would acquire a formal education and a way of behavior and of life, as well as knowledge of the latest vocational skills which they could use after release...
>
> The experimentation with the correction of offenders (would) involve(s) not only personality changes but community changes as well...
>
> The processes of rehabilitation necessitate a continuous sequence between correctional institution and the community. The prisoner who returns to a community should encounter persons who can sustain, not undermine, his affirmative law-abiding inclination and role...
>
> Consistent with present trends in corrections, the modes of dispositions range from supervised probation to the colony or farm for the minor offender to the necessary segregated custody of the more serious offender. But for the inmate in this segregated custody, all the applied knowledge of corrections should be organized to reorient (him), to re-equip him educationally and occupationally, to help him work through whatever deep-seated conflicts he has acquired and nurtured, and to arouse in him attitudes of responsible participation in society where these latter attitudes were negated or suppressed in the past...*

The ultimate test of any rehabilitation program's effectiveness is its capability to reduce recidivism. However, this test cannot be the only one applied to an experimental project whose mission is not so much the reduction of recidivism as it is the discovery of factors which contribute to recidivism. The experimental and demonstration (E&D) project's approach must be one of developing and trying out the measures or combination of measures believed capable of achieving the ultimate goal.

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*Weinberg, S. Kirson. "The Optimum Prison." The Future of Imprisonment in a Free Society. St. Leonard's House, Chicago, Illinois, Vol. 2, 1965, pps 81-86.

There can be no question that correctional manpower programs have made their mark toward training prisoners, placing them in jobs and keeping them employed. The fact that the Draper project trainee's have a lower rate of recidivism than one would predict for a similar group without training demonstrates that a Manpower Development and Training Program does affect recidivism. Thus, we can conclude that the findings of these programs have partially blazed the paths by which the ultimate goal of significant recidivism reduction may be attained.

To us, there is another inescapable conclusion: correctional manpower programs are helping to speed up the process by which the prison will become truly corrective--"one vast laboratory as well as learning center devoted to the goal of personality change in its several dimensions, and to having a continuity with the outside community which would reinforce the changes initiated in the correctional institution."*

It becomes apparent, then, that correctional manpower programs discharge a valuable dual function: they serve individual prisoners and society in the here and now as they uncover factors which will help to blueprint the prisons of the future. At the same time, it becomes apparent that we are a long way from having developed a model program that is completely effective.

As is recognized by most correctional authorities, rehabilitation programs of the future will be community-centered. Effective community services will exist for the released prisoner, and states will develop programs that will effectively keep offenders in the community. But for the time being, it must be assumed that a majority of programs for offenders will be housed in correctional institutions, chiefly because alternative patterns and approaches have not been clearly delineated. MDT, while incorporating the best of E&D programs into new programs, must continue to experiment and encourage new ideas and approaches.

Our recommendations for operating new programs have been made at appropriate points throughout this report and were the basis of a proposal submitted under Section 251 of the Manpower Development and Training Act. (Refer to Section V.) We add the recommendation that projects receive long-term funding to prevent interruption of services and loss of staff and to maintain a continuing rehabilitative atmosphere within a correctional institution.

Further, there are recommendations which have grown out of the experimental-demonstration nature of the Draper project which may be considered both by regular training projects and by E&D projects. We recommend:

- that the resources of colleges and universities be utilized in the research, development and evaluation activities of MDT projects. These institutions are equipped to give valuable assistance in developing staff training programs and trainee program content. Liaison with colleges and universities could result in a mutual exchange of the latest educational technology and evaluative criteria and techniques. College and university based computer centers would be of valuable assistance to projects which are limited to hand tabulation and analysis of evaluative data. Computer analysis of data both facilitates the immediacy of feedback to the project and guarantees uniformity and accuracy.

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*Ibid., 86.

- that manpower programs for prisoners have a component with responsibility for drawing the community into specific involvement in the rehabilitation of prisoners. Such a component would have the major responsibility for public relations, investigation of community resources, enlistment of volunteers and coordination of all services which link the institutional program to community service agencies, governmental agencies, and the social assistance, counseling, additional education, training and job development and placement services which ease the trainee's transition from prison to community.

- that line staff of MDT programs for prisoners be permitted and encouraged to attend in-depth workshops, training seminars, meetings and conferences where they will meet and exchange information with line staff of similar programs. Such meetings are particularly important as a means of preventing project insularity.

- that where there is multi-racial composition of staff and trainees, each race broaden and deepen its interaction with the others to ease stresses which can exist when people or groups of people are placed in unfamiliar environments.

- that a clinical psychologist (or other staff trainer) who is given responsibility for developing a treatment team be available to set up and maintain an ongoing staff training program. We feel that such a person can work more effectively if he is not a full-time member of the team.

- that personal-social-business relations training be given special attention and emphasis.

- that states investigate the possibility of providing alternatives to incarceration, such as work-release programs, community adjustment centers, etc.

- that state prison systems explore the possibility of working with the Federal system to develop joint programs, such as community transitional facilities.

- that provision be made for close and continued association between regular and experimental programs. Such association would accomplish two things--keep theory in touch with the realities of practice and help to insure that experimental findings are translated into practice as soon as possible.

The following suggestions are noted either as the result of our own experience or the experiences of other E&D projects with whom we have exchanged information.

The shortage of trained personnel in the correctional field demands the development of a "crash" program to attract and train manpower for correctional rehabilitation programs, especially in the South where the shortage of trained personnel is particularly acute. We recommend that the U. S. Department of Labor study corrections as a field for manpower development that is potentially rich as a source of new careers. Not only do correctional education and training programs need more and better trained personnel, but also more and better trained "regular" prison staff are needed throughout correctional systems if rehabilitation programs are to do an adequate job. Nor are there enough well-trained parole officers and/or other followup and supportive personnel to effectively assist the offender during his transition from institution to community. The recommended study should encompass the personnel who are needed to train and supervise offenders both in the institution and in the community as well. By determining how many people are needed, what kinds, how they are to be recruited and trained, by whom, and what legal and administrative changes will be required, such a study would seek to answer the overall question: How are correctional personnel problems going to be met?

To the U. S. Department of Labor, we further recommend that the E&D effort be broadened to build on the findings of previous experimental projects.

The recommendations which follow have to do with areas toward which experimental programs might direct their efforts. We recommend...

- that there be further study of the effect of the institution, its personnel, its folkways and its contraculture on the manpower program. These programs do not operate in a vacuum. They are affected for good or for ill by everything which goes on in the prison. A systematic study designed to explore specific prison environmental factors which affect manpower training programs can assist ongoing programs in becoming more effective.

- that the findings of E&D programs in correctional institutions be used to develop preventive rehabilitation programs--(for delinquents before they become imprisoned).

- that a pilot demonstration project attempt to develop a "New Careers" model for training ex-prisoners to work in community-based rehabilitation programs for offenders.

- that a pilot demonstration project be funded to experiment in guiding inmate trainees to develop or to broaden avocational interests. Cultural deprivation is a prime characteristic of the disadvantaged prisoner and in the Draper project, at least, may have attributed to his misuse of leisure time which resulted, in some cases, in his return to prison.

- that studies be conducted in which there is controlled application of the principles of behavioral science to achieve behavior modification in all aspects of the prisoner's life, with particular attention and emphasis given to the development of personal, social and job-coping skills. Such studies should include the systematic application of the reinforcement theory to the use of training allowances, labor mobility funds and other types of incentive payments both to determine the effectiveness of "managing learning contingencies" and to simulate the real-world earning process.

- that there be further exploration of the factors in the community which negate the effectiveness of an MDT program for prisoners. For example, what roles do employers and other community members play in the graduate's success or failure? Are the barriers to employment of offenders easing? Are various types of offenders actually the economic risk they are assumed to be? Are there employers who will cooperate in on-the-job training for the more handicapped trainees who need a longer breaking-in period? Is the community sufficiently concerned about crime prevention to take an active, specific role in supporting the institutional program? To volunteer to help the offender in his transition from prison to community? To exert the influence of its various members to seek legislative support for more and better correctional programs? How does a rehabilitation program go about developing an effective reciprocal interaction between the prison and the family of social agencies in the various communities?

What has been reported concerning cost-benefit analyses of manpower development and training programs in general includes correctional manpower programs. We quote:

"As nearly as can be determined, the federal taxpayers had spent some $520 million through December 31, 1966, on the 337,000 who had completed training by that date. The remaining $516 million was allocated to the 99,000 still in training and the 238,000 not yet enrolled for whom training projects had been authorized. The program had made substantial contributions to the welfare of the individuals involved and to the economy. The relationship between the benefits and the costs remains to be determined.

"The Manpower Development and Training program has yet to be submitted to an overall cost-benefit study adequate in size, in data and in concept to provide definitive results for the program as a whole. However, the results of the studies which have been made of MDT and related projects and calculations based on total program data have been consistent enough and the margins of benefits over costs sufficiently large to leave little doubt that the program has been a good economic investment."*

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*Mangum, Garth L. Contributions and Costs of Manpower Development and Training. A joint publication of the Institute of Labor and Industrial Relations, The University of Michigan, Wayne State University and the National Manpower Policy Task Force. Washington, D. C., December, 1967, pps 66-67.

While we agree there is a need for cost-benefit studies which will provide definitive results for manpower programs as a whole, we agree with Dr. J. Earl Williams that

> If an economic case can be made for manpower training for those who are only unemployed, then an even stronger case can be made for manpower training for offenders. When one considers that Corrections handles an average of 1.3 million offenders on any given day, and approximately 2.5 million during the course of a year, the loss by the failure to fully utilize all human resources alone is staggering. Add to this the cost of more than $3600 per year for juveniles in institutions and almost $2000 per year for adults, not to mention the added welfare costs for many of their families, and a humanitarian approach is no longer a luxury. For good measure, consider the fact that the cost of public law enforcement is more than four billion dollars, private costs related to crime almost two billion, crimes against property causing a loss of almost four billion, and crimes against persons a cost of more than 800 million dollars, and one can only wonder why manpower development was not a must in corrections long ago.*

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*Williams, J. Earl "Why Correctional Manpower Development?" Manpower Development and Training in Correctional Programs, (MDTA Experimental and Demonstration Findings No. 3). Washington, D. C.: U. S. Department of Labor, 1968, p 163.

SECTION XII

JL, white, male, single was born December 21, 1942 in _______ County, Alabama. His father, a craneman, and his mother, ML, live in the county's largest city with his two brothers. A brother and three sisters reside in Texas; a sister, in rural Alabama. JL has only partial use of his right shoulder which was crushed in an accident. He completed 10th grade in a public high school and the 12th grade in the National Training School in Washington, D. C. Also completed an IBM business machine course while at the National Training School. Was employed for short periods of time as a truck driver and as a barber. He was in Alabama Boys Industrial School from 1953 until 1957, at which time he ran away. Served one-year sentences in three states (from 1957 to 1962).

November 8, 1963: Was convicted of burglary and grand larceny in Birmingham, Alabama, to serve seven years and one day.

After November 8, 1963: Quarantined for two weeks at Kilby Prison; subsequently brought to Draper Correctional Center for incarceration. At Draper, subject was given an orientation to prison life and assigned to a work project in the prison.

October 1964: JL became interested in the forthcoming vocational program to start in November and applied for training.

November 9, 1964: Began barbering training under the Manpower Development and Training Act of 1962. His course would run for 26 weeks.

January 18 to May 14, 1965: (Progress noted in Instructor's Diary)

* Student has been very helpful to me and to the class--one of the best. (January)

* JL is a fine student, and has helped me with the class. He's a natural leader.

* He is one of the better students in the class--helps the class in many ways. (February)

* Good student....works hard. (March)

* Good shop and class worker; very cooperative. (March)

* Student is a good finished barber; can hold a job in any of the better barber shops. (April)

* Student has made remarkable progress in his practical work; real finished barber, takes instruction very well.

* JL has done exceptionally well in course; a good finished barber. (May)

His grades: 7 A's and 7 B's.

April 8, 1965: JL informed me that his mother visited him and assured him that she would aid in securing an earlier parole. He asked that the Warden be contacted about an earlier consideration. (WP, Counselor)

April 19, 1965: Grade placement score measured 11.3; an increase of 1.1 over the score taken in October, 1964. JL's composite grade placement is 12.1 (C.A.T.). (JP, Basic Education Instructor)

August 16, 1965: JL's parole review date was set up for March, 1966; however, he was paroled on August 16, 1965. Reported to his job in ______ at the _________Air Force Base. He will earn $125 per week.

August 18, 1965: JL violated parole on his third day out of prison. He got drunk, left the city to which he was paroled, going first to his hometown, then out of state. In Texas he was picked up for being drunk and disorderly in a barroom. He was subsequently returned to Draper to serve out the remainder of a seven-year sentence.

Two years later

September 19, 1967: JL met with parole board today. He has two more years to serve on his original sentence. If he is re-paroled, he plans to barber in a small Alabama town where he will live with an older brother. (JG, Followup Counselor)

December 18, 1867: JL was re-released. He is working in a training-related job at the ________Square Barber Shop where he earns $75-90 a week, on commission. He is scheduled to complete parole in April of next year. (JG, Followup Counselor)

Current Status: JL has been in and out of institutions since he was 12 years of age. He is now at Kilby Prison due to charges of grand larceny, forgery and parole violation. (JG, Followup Counselor)

YJY, 89973, white, male, was born December 10, 1942, _________ Ohio. His mother and father reside in one of the larger Alabama cities where YJY completed the 11th grade at a neighborhood high school. He served in the Navy from February 1959 until June 1961 when he received an undesirable discharge for being A.W.O.L. He subsequently was confined at Bryce Hospital, a State Mental Institution, where he spent two weeks, then escaped. While on escape, he worked in a shoe store in Florida. There, he turned in false contracts in order to collect commissions.

February 26, 1965: YJY was convicted of second degree forgery in the city where he attended high school, and sentenced to serve two years and two days. He was already under bond on a federal case and under five years probation in Florida.

February 26, 1965: Entered Draper Correctional Center, Elmore, Alabama.

March 1, 1965: Interviewed by the Warden of Draper.

March 4, 1965: Oriented to prison life and given a work assignment.

April 5, 1965: Applied for training in the Vocational Experimental-Demonstration Project. Prior to his selection as a student, he was interviewed by the Vocational Counselor and given a series of tests.

May 10-15: Participated in a three-day prevocational orientation in which he was able to visit all courses offered. He learned what was expected of him as a trainee. He also learned about the working conditions, job opportunities and salaries likely in each of seven trades. He was given an opportunity to handle and ask questions about the tools of the trade.

May 17, 1965: Signed a "Trainee Contract" to enroll in the Vocational Experimental-Demonstration Project, Draper Correctional Center, listing Barbering and Small Appliances as his choices of training. He was selected for the barbering course, his first choice of training.

June 3, 1965: (Subject went to Birmingham to be tried in Federal Court. He was sentenced for three years.)

June 8, 1965: At request of trainee, Counselor WP wrote to_________, who represented YJY in a charge of interstate transport of a stolen vehicle, informing him of counselee's participation in experimental project.

June 22, 1965: "YJY had his first psychological examination by the Clinical Psychologist. From the records: YJY is a 22 year old young man enrolled in the barbering course. He is a neat-appearing, mannerly, apparently intelligent boy with a long history of 'acting out' behavior. He is reported to be doing good work (second highest) in shop related course-work but is not doing too well in the shop although this has lately improved. (He later told me that he was 'stiff' in his shopwork because he did not like to expose his arms which were tatooed and this restricted his barbering movements while cutting hair.) His wrists were cut and scarred. YJY complains of periods of depression and wanting to be by himself because of a feeling (he says is unfounded) that people don't like him. He feels that they seem to be hostile or don't speak to him at the time but that it is really not so. It is just the way he feels about it. He says that everything irritates him and gets on his nerves--'every little thing, and my work suffers'.

"YJY reports his appetite is good and that he sleeps well except that he has trouble getting to sleep when he is depressed. He occasionally dreams but recalls none. He had polio at eight years of age with good recovery. He has also had 'blood poisoning,' pneumonia, and two years ago, he reports, a kidney infection--all of which he recovered from without ill effects.

"In the 9th grade, YJY got a girl pregnant and they were married for one year. He went into the Navy and while in there he drank heavily and frequently, met a girl and went absent without leave, for which he received punishment and an undersirable discharge. He returned to school in the 11th grade. Shortly thereafter, he worked, selling encyclopedias; when he was found to have embezzled money, he was sent to Bryce Hospital. After a two week stay, he escaped, changed his name, moved to Florida, and became manager of a shoe store. Again he embezzled money, and was eventually sentenced to Draper. YJY is an exceptionally smooth talker, appears very sincere, and seems much younger in appearance than his 22 years of age.

"The Verbal Scale of the Wechsler Adult Intelligence Scale yields an I.Q. of approximately 116, bright normal intelligence. The Bender-Gestalt Test is fairly well done with good organization and control and with no anxiety evidenced. There is some poor planning exhibited in the reproductions but not extremely so. The Draw-a-Person Test is not especially revealing. Some immaturity, emphasis on intellectuality, and indifference toward the environment seemed apparent. The Rorschach performance reveals some anxiety and aggressive feelings which may more nearly be directed toward peer figures. He expresses a general immaturity regarding relationships of human-to-human in spite of good intellectual and verbal expression to the contrary. He has some feminine interests and a general passivity of affect but this is not phelgmatic inactivity. Strong masculine authority figures are somewhat threatening to him and he has feelings of inadequacy for which he must continually compensate. He has excessive control of emotional expression and this is generally handled by intellectualization which gives a 'best behavior' impression when controlled.

"One can easily be taken with YJY's sincerity and 'wide open' expression of honesty and desire for help but I have real doubts as to the depth of this sincerity at this time. This is not because he is deliberately lying to me but because he does not appear to have enough ability to prolong need satisfaction and has such a strong need to compensate for inadequacy feelings that he cannot maintain his intentions to do things properly or legally." (CJR, Clinical Psychologist)

July 6, 1965: YJY's mother wrote to his counselor, WP: "I am writing in regard to my son, YJY, who is enrolled in the Vocational School.

"We are pleased that he is showing so much interest and enthusiasm for his barber course and is trying so hard to make good grades and prepare himself for a more successful life.

"We are interested in doing all we can to help him and have him home as soon as possible, so if there is any way we can assist you, would you please let us know. We appreciate so very much the interest and help you have given him."

July 23, 1965: Chief U. S. Probation Officer, wrote to YJY: "This will acknowledge receipt of your letter of July 22 addressed to Mr. _______ of this office. From your letter it is observed that you were sentenced in the Northern District of Alabama and that after service of your sentence you expect to return to __________. Thus it appears that it is appropriate that I forward your letter to Mr. ___________, Chief U. S. Probation Officer, __________, Alabama, who is the appropriate official to answer your letter."

September 7, 1965: Second Psychological Examination by Clinical Psychologist.

"YJY was seen today for the first time in over five or six weeks (cotton picking on the farm plus the consultant's vacation). He continues a real smoothie--very sincere and vitally interested in getting paroled in the near future. He complains of being nervous, irritable, and increasingly active or expansive whenever he begins something. He says he is tops or very near in classroom work (barbering) and in his supplementary class work. He has improved in his shopwork since he says he stopped trying to hide his wrist cuts by long shirts or awkward handling of the barber tools. He says he was trying to keep his wrist cuts hidden from Mr. JG because he was very embarrassed about them. In addition to the wrist cuts he has several tattoos on both arms. He now complains that he works 'faster and faster' as he cuts hair and his work deteriorates at the same time that he grows more nervous with this 'expansive' emotionality. 'Everything I do, I want to do faster and better until I get nervous and I can't work as well.' He also related how much insight he has gained from reading some 'psychology' books which sound like popularized 'positive thinking' books. For example, he says most of his problem is negative thinking but he is changing his thinking to develop a 'positive attitude' toward himself and what he does. A lot of YJY's talk today, while seemingly sincere, appears to be an easy 'name dropping bunch of gobbledygook.' He quotes Dr. Napoleon Hill's positive thinking booklets, etc. But I still have grave doubts as to his changing his basic personality structure at this point. His previous record (on file in the Warden's office) certainly looks like a sociopath's. His previous psychiatric contacts and legal offenses recorded in the files of the _________ Psychiatric Clinic in ______________ are much the same. I have grave doubts as to the depth or intensity of his relationships with anyone or his ability to establish such. Certainly, I can have no effect on him on a once-a-month, catch-can interviewing schedule. His barbering instructor feels he has changed considerably and will be a good risk. I remain a little more skeptical." (CJR, Clincal Psychologist)

September 29, 1965: __________, a fellow prisoner and Secretary of the DRACORE Chapter of the Jaycees, wrote to YJY's father. In essence, he stated their great concern for YJY. ________ mentioned the positive changes that have come over YJY and suggests what guidance and direction, spiritually and otherwise must be given to YJY upon YJY's return to society. He spoke very highly of YJY as being a changed person.

(Note: the following diary was kept by JG, YJY's Barbering Instructor)

June 15, 1965 to September 7, 1965

June 2, 1965: YJY tries very hard. He pushes himself too much, showing a marked interest in the course. He is a good student.

June 15, 1965: This trainee learns slowly in his shop work but tries very hard. He has made a lot of progress in the last week and is a good classroom student.

June 30, 1965: YJY has improved in the last two weeks. He works extra hours. He tries too hard; if he could relax, I believe he would be all right. He was absent one day to appear in court in _____________, Alabama.

July 16, 1965: Improving steadily. He is a fine classroom student and is improving in his shop work.

July 28, 1965: He is becoming a better student in shop work.

August 12, 1965: YJY has improved at an average rate during this period. He tried too hard, but has begun to slow down and will do better at this rate.

September 3, 1965: YJY tries too hard, is improving in shopwork at satisfactory rate.

October 7, 1965: Improving in shop work,and classroom work is excellent.

Final Grades: Classroom A; Shop A; Remedial C+; Personal and Social Relations B; Distributive Education A.

YJY was given a rating of B on these personality traits: Industry, Relations with others, Emotional Stability, Leadership, Appearance, Ability to learn, Dependability and Workmanship. He received an A in Punctuality.

October 6, 1965: Psychological Examination by Clinical Psychologist.

"I had brief contact with YJY this date and, before he concludes his barbering course or secures his GED, he was asking what the possibilities of an ex-convict being accepted into medical school might be. I gave him some encouragement but suggested he take things a step at a time where he could experience shorter-term successes. For example, he could get his GED, work as a barber, attend night college classes, go on to full time college, get his bachelor's degree and then decide what he would like to do. This included possible medical school application. I doubt his ability to prolong his creature comforts or need-satisfactions that long and remain 'healthily' skeptical of his changes at this time. With his record, his past statements of 'reform' and'error' admission along with minimum suffering of consequences for his actions, he may 'talk' a good line but the burden of actual change in his attitude and future behavior is on him. He still strikes me as an essentially sociopathic personality type. We shall see." (C.J.R., Ph.D., Clinical Psychologist)

October 18, 1965: Interview and Psychological Examination by Clinical Psychologist.

"This 22 year-old inmate has a long history of delinquent and criminal behavior. He has suffered minimal negative consequences for his illegal acts, being emotionally protected and indulged through the intercessions of his parents. Although professing great need and desire for counseling and change, he has an extensive history of lying, exploiting others, leaving out damaging or implicating historical material, and otherwise yielding an excellent social impression while continuing an illegal activity. It is my best clinical judgement at this time that YJY will complete his coursework in good fashion, will keep his record fairly clean while in prison, but will again get into legal difficulty within a short time of his release from prison. His frustration tolerance is low and his need satisfactions so great that he has very low ability to prolong need satisfactions through legal means. I regret my skepticism of this bright, personable and neat-appearing boy, but I have no alternative at this time. He will probably adapt successfully to the prison culture and this training-rehabilitation program, but the ultimate test of social integration upon release remains a guarded question to the psychologist at this time."
(C.J.R., Ph.D., Clinical Psychologist)

October 19, 1965: Mrs. ________________, YJY's mother wrote again to W.P., the Vocational Counselor stating her attempts to get a parole set-up for her son. She wrote to an officer in __________________as well as to one in _________________and to another in ___________________.

October 20, 1965: The Counselor replied to Mrs.______________, YJY's mother, stating a remarkable improvement in the progress of his activities. He spoke of YJY's becoming a charter member of the DRACORE Junior Jaycees at their charter meeting, just "yesterday" (October 19, 1965).

October 29, 1965: YJY was released from the Experimental program on this date and graduated, receiving his GED certificate. He had a part in the graduation exercises.

November 1965 to August 12, 1966 became a period of waiting. After graduation he completed his sentence, barbering at the back gate barbershop on the prison grounds. He was constantly making suggestions to the Warden, and consequently was reprimanded by the Warden for his bad behavior.

December 27, 1965: W.P., Counselor, wrote to YJY's father stating he would be happy to accompany him at the meeting of the Pardons and Paroles Board.

December 29, 1965: YJY's mother replied to W.P. stating that his father would be happy to meet the counselor at 1:00 for the Board of Paroles Meeting. There was much disappointment over not getting a parole.

January 27, 1966: His barber instructor, J.G., wrote the following recommendation and evaluation of training for YJY: "This man is way above the average as far as his ability to perform in the job as a barber or hair stylist."

February 11, 1966: Counselor W. P. intervened throughout a period of months during which an attempt was made to get YJY's parole. The attempt was unsuccessful, but the counselor promised YJY and his father that he would continue his efforts in those directions.

February 23, 1966: YJY received a letter from ___________, Supervising U.S. Probation Officer in Alabama stating "You will become eligible on June 17, 1966, for federal parole. The U.S. Board of Parole cannot take any action concerning parole for you prior to June 17, 1966.

"It would very definitely be in your favor to have a firm offer of employment, and I hope you can arrange that."

February 27, 1966: YJY wrote to his counselor, W.P.: "Whatever you decide is best is fine with me. My complete confidence is in you and your judgement. I am certain beyond doubt that you will have me home in June. It may interest you to know that I've never had this type confidence in anyone before. I assure you I won't ever let your help be in vain. Thank you for believing in me. You are about the only one who does and I need it. It's very assuring to know that you are on my side regardless of what someone else may think."

April 6, 1966: Dr. John M. McKee, Project Director wrote to the registrar of ___________ State College to inform him that YJY was incarcerated at the time he applied for admission. He recommended that there be a waiting period of a year to find out if YJY maintains his interest in college work.

April 14, 1966: YJY's mother wrote him concerning the progress she was making in getting him paroled. She expressed her hope in the prospects of his being released.

April 18, 1966: YJY's mother wrote again telling how happy they all will be when YJY returns. She is confident that he will be home soon and they will do all they can for him. He has the love and confidence of the family. In part the letter stated, "Mr. _________ said he didn't want you to name an advisor--only him, that he would be whatever you needed. And also to advise the man in Washington about your plans to go to school as they would think highly of that. I don't think Dad has seen the solicitor but he will. If anything is told to Dad that we need to do we will do it so don't worry. We are looking forward to having you home very much--the sooner the better. All my love, Mother."

April 17, 1966: Letter from Frazier M. Douglas IV., College Corpsman.

"To whom it may concern: Re: YJY--This is to state that YJY has been in my acquaintance for three and one-half months. I feel that he has made the major adjustments required for socially approved living. He is extremely productive and efficient in his work, barbering. Also, he is attending night school where he is continuing his academic education. He has made known to me his intentions of attending college upon his release.

"From these things and others, I feel that YJY will be able to function well in society upon release."

May 3, 1966: A letter to Dr. McKee from ________________, YJY's fiance in which Miss ____________ wrote concerning YJY's wonderful new attitude and feeling toward people. She complimented the work of the Project. However, YJY was somewhat depressed because both of them felt the Warden had no faith in him and has very low opinion of YJY. She felt, however, that the Warden must be a fine man. She asked Dr. McKee if he might understand YJY and give him a chance to prove himself.

May 13, 1966: Dr. McKee to ________________: "We are all working toward YJY's final release." He expressed certainty that the Warden had much concern for YJY.

May 18, 1966: Letter to Mr. Joseph N. Shore, Parole Executive, Washington, D. C. from Counselor W. P.

"This is an effort to present you with the institutional training record of YJY in support of his application for Federal parole.

"As I understand the facts that have transpired, he appeared before the State Board of Pardons and Paroles in March 1966, and a parole granted conditionally.

"1. An approved job offer and home program be established.

"2. Effective date to be after June 17, 1966 and if Federal parole was granted.

"Mr. Shore, while YJY was a student in the barbering class of the project he earned his High School diploma by successfully passing the GED Test. He was presented with this as he graduated from the barbering class October 29, 1965.

"If both paroles are approved, he plans to work at a restaurant until the beginning of the fall semester of ________________ State Junior College. A copy of his admission and acceptance at that institution is enclosed. After securing a barber license in __________ County, Alabama he will use that trade at the school to aid in defraying his expenses. It is being emphasized that he is not to depend on his father for educational expenses."

July 5, 1966: YJY wrote to Mr. McIntosh, U. S. Probation Officer, of the several possibilities of gaining a parole. He stated in tha letter that he has had enough of this kind of life and that he feels he has been rehabilitated and can live with people in the free world society.

August 1, 1966: Clinical Psychologist's prediction of success after release: "Fair. He had a host of personal problems to overcome. Both mental and personal. He has the attitude that everyone is out to do him harm in some way and feels inferior when in competition with another person. He makes up for it by giving excuses. As release date arrives he was beginning to gain a certain amount of self confidence."

August 10, 1966: Letter from Counselor W. P. to Joseph N. Shore, Washington, D. C. "I have been informed that YJY is being released from Draper Correctional Center August 12, 1966, and will then be in the custody of a United States Marshall for transfer to a Federal institution.

"When YJY becomes eligible for parole consideration again, please be informed of the following observations:

"1. He was keenly disappointed when his original parole application was denied but he responded quite rapidly toward increasing his efforts to make himself worthy of parole. In spite of the disappointment the denial served as a stimulus of determination.

"2. He has been officially accepted as a student at ________ State Junior College upon release from incarceration. This training will give him an opportunity to develop his leadership qualities which he possesses to a marked degree."

August 12, 1966: YJY was released from Draper Correctional Center, to the Federal Correctional Center, Tallahassee, Florida.

September 6, 1966: He wrote to counselor W. P. stating the laxity of security in the prison at Tallahassee, yet how beautiful it was, how good the food was. The Warden said in effect, "Some men don't think they have enough time and insist on having more. If you're one of these, then go ahead and leave, (escape is easy) we'll be glad to oblige your wants. However, don't expect me or anyone else to chase you, I'm not going in those swamps. We'll get you when you arrive home. . ." YJY met with the parole board September 19th.

December 21, 1966: YJY was paroled from the Federal Correctional Center, Tallahassee, Florida. He received a check of $91.80, relocation money.

He became an employee of Mr. ____________, designing hair styles. He attended __________ State Junior College at ___________, Alabama 4 nights and 1 day a week and received 12 hours credit.

April 13, 1967: To YJY from Dr. McKee:

"I've heard the good news about you, and I want to personally extend my congratulations! You have had a lot of things going against you but you seem to have surmounted them and are on your way.

"I'm especially delighted that you are doing well in college, and I want to be of as much help as I can. I very much want to count you as one of our PACE students.

"I am enclosing several pieces of information about our project and will put you on our mailing list to receive others.

"I am sure Mr. W. P. will be seeing you from time to time, and I hope to drop by and see you when I am in _______________."

August 19, 1967: YJY wrote to Senator Lister Hill concerning the merits of the MDTA training project at Draper Correctional Center, Elmore, Alabama, in an effort to encourage refunding of the project.

September 27, 1967: Follow-up report from WS: "YJY is working at the same barber shop, earning $135 a week. He is happy, married and employer is pleased with his work. YJY started at $75 per week."

December 20, 1967: "YJY is doing a fine job of his federal parole. His employer is very pleased with him as an employee, and he is very successful at his trade. YJY's family life is good, wonderful wife, who is working hard to help him make a go of his new family and freedom." J.G., Follow-up Counselor.

April 18, 1968: "YJY is still employed at ________ Barber Shop. He is doing well and earning from $165 to $200 a week. He is living in a nice two-bedroom apartment. He is happily married and has a five week old baby boy, Jeffrey Scott. His father, YJY, Sr., is very carried away with YJY's progress since he had been released from prison. He is a completely changed person and is proud of his son." J.G., Follow-up Counselor.

June 3, 1968: "YJY is finishing his federal parole on June 6. He and his wife are very happy about this and are making plans to buy a house and a barber shop by 1970." J. G. Follow-up Counselor.

JA, male, Negro, was born July
25, 1947, __________, Alabama.
Whereabouts of father unknown;
mother, OM, remarried and lives
in __________, Alabama. One
brother, three half brothers,
one sister and four half sisters.
JA has a common-law wife and two
children. Completed 9th grade
at _________County High School,
__________, Alabama. Was truck
driver for 9 months, dishwasher
for 3 months, logger for 6 months.

May 5, 1965: JA was convicted of second degree burglary in Mobile, Alabama; he and two others burglarized houses and cars.

Between May 5, 1965 and October 1965: Was quarantined 2 weeks at Kilby Prison, Montgomery, Alabama. Transferred to Draper Correctional Center, where he was given a three-day orientation and a work assignment.

October, 1965: JA became interested in the Draper Vocational Training Project. His pretest with the Metropolitan Achievement Test indicated a grade level of 4.9. His Kuder Preference (Personal) scores indicated a preference for avoiding conflicts, working with ideas and being active in groups. Least preferred were directing others and familiar and stable situations. The Kuder Preference (Vocational) record revealed interest first in Social Service in the 90th percentile, clerical in the 75th percentile and Computational in the 71th percentile.

October 26-30, 1965: JA participated in an orientation to the vocational opportunities.

November 1, 1965: JA was selected to receive bricklaying training under the Manpower Development and Training Act of 1962 for 26 weeks. He was to report November 1, 1965, 7:30 a.m. at the Vocational Experimental-Demonstration Project site, Draper Correctional Center.

November 24, 1965: JA signed an agreement to accept enrollment in the Vocational Experimental-Demonstration Project which began November 1, 1965 and which is to be completed April 29, 1966.

January 3, 1966: JA's counselor, WP, had an interview with him and discussed such items as "parole date, criminal record, causes, course record, objective of course, job possibilities, social plans, trouble makers and trouble places. Complete confidence was exhibited. Items that need attention are parole date and job discussions."

April 13, 1966: JA was given the posttest of the Metropolitan Achievement Test, indicating a result of 4.8, or a minus .1 as compared with the level indicated in the pre-test.

April 29, 1966: Graduated from the Vocational school. His grades indicated that he was an average to good student.

August 26, 1966: Released on parole.

July 13, 1966: Counselor PC said JA "has a pleasing personality and has displayed some indication of growth in maturity."

September 2, 1966: The bricklaying instructor reported that he had talked with JA and learned that he was working for a contractor at ________. JA began working at $1.50 per hour, but was raised to $3.00 per hour within a few days. He was living at ____________Quarters, _________, and had had no problems. JA is "a real good bricklayer and does good work while on the job."

During September, 1966: Shortly after JA began work he failed to report on the job one morning. The followup counselors briefed the research analyst on the situation and sought his assistance in locating JA.

His first month in the free world had been successful and passed by relatively smoothly.He visited his hometown in South Alabama over a weekend but reported to work promptly the following Monday morning. The Research Analyst learned that he grew restless and less satisfied soon after he had spent one month on a job for which he was earning very good pay. He asked permission to change jobs, received it and went to work for another contractor in the same vicinity at the same $3.00 per hour. After working three full days on the new job, he again went to his hometown for a weekend visit. After ten days had passed JA was still absent.

It was to be learned that his common-law wife had written him that his son was ill and needed medical attention. She also told him that she was expecting to become a mother again in November.

The Project cooperated with the Parole Supervisor in assigning the Research Analyst to the case, anticipating the return of JA. The Research Analyst had previously assisted the Parole Supervisor in finding a suitable home program for this trainee.

Since the graduate's mother had moved while he was still in prison and left no forwarding address, the old address in JA's files was of no benefit in locating him. The Research Analyst visited the __________Quarters and learned that JA had made a long distance call to his mother shortly after release from prison. This lead was checked out. After several inquiries in the community, the staff member located the telephone bill which listed the number JA had called. In calling this number it was discovered that JA had phoned one of his former girl friends. Coincidentally, the graduate's mother came by the girl's home while the staff member was still talking to the girl. The mother came to the telephone and was told that it was most important for her son to report to his supervisor, for failure to do so would result in the revocation of his parole. She promised to assist in getting the message to her son.

The Research Analyst asked for a 48-hour stay of issuance of the warrant and after briefing the Program Director who suggested that he go and bring JA back, left for South Alabama.

He visited JA's mother in South Alabama, and she told him where JA was. JA agreed to leave and return to _______ when he was found. He was urged to marry his common-law wife and accept his obligations as a husband and father. JA's parole was not revoked and his employer took him back on the job.

JIF, white, male, single, born May 16, 1946, ________, Alabama. Father, WHJ, is in a state institution for the mentally ill. Mother, Nellie, at home in ______________. JIF completed 4th grade at _________, Alabama, and the 8th grade at the Boys Industrial School where he served from June 1959 to March, 1962.

February 13, 1963: JIF was convicted of burglary and grand larceny in Winston County, Alabama, and sentenced to serve five years.

February 13, 1963: Incarcerated at Draper Correctional Center.

February 15, 1963: Had an interview with the Warden of Draper.

February 17, 1963: Oriented to prison life and given a work assignment.

September 1964: JIF learned about the new Manpower Training Project for which he indicated an interest.

October 19-23, 1964: Was interviewed by the Vocational Counselor and given a series of tests prior to his selection as a student in the Manpower Training Project. Results of the tests indicated JIF had an I.Q. of 96, and a composite grade level of 7.3.

October 26-30, 1964: Given a week-long orientation to the Vocational project.

November 2, 1964: JIF began to study Bricklaying. The course would last for 26 weeks.

January 13, 1965: Reported late to the Industrial Gate for class this date.

March 4, 1965: Instructor CN gave the following evaluation of JIF's work in the bricklaying course: "In SHOP PERFORMANCE he takes pride in doing his best at all times. CLASSROOM PERFORMANCE is very good, has improved a great deal. In SOCIAL ATTITUDE he is very good. He is a leader in his class and is very trustworthy. IN CONDUCT WHILE UNDER SUPERVISION he has been willing to do more than his share to get along with others and carry out all instructions." The instructor recommended JIF "because he will become an excellent brickmason." As to being a good parole risk the instructor commented favorably, "After having this boy for five months and knowing his previous record, I feel this man should have a chance prior to any other student in this class."

March 26, 1965: Walter J. Bamberg, Project Placement Officer, wrote to HR, supervisor of Alabama Pardons and Paroles Office, ____________, Alabama: "As we discussed (in a recent visit), I am sending you all the information I have concerning the brothers JIF and JEF (Refer to Case Summary _________) and their progress in the bricklaying course. I have talked with these men's instructor, Mr. CN, concerning both their abilities as bricklayers and their individual rehabilitation. It is his opinion that both men have experienced changes for the better in their behavior. He does not know, however, whether it would be best for them to remain together. Knowing these men as you do, I believe you would be in the best position to decide this.

"I am enclosing the instructor's evaluations of their training as well as other pertinent data which should prove useful in finding employment for them."

April 28, 1965: Letter from Walter J. Bamberg to David H. Williams, Area Supervisor, State Board of Pardons and Paroles: "This is to confirm job placement for JIF who is presently a student in the Bricklaying Course in the Vocational Training Project here at Draper Correctional Center. His present parole set-up is for June 1965.

"With the help of the Parole Supervisor in __________, we have confirmed job placement at the Quality Home Improvement Company, in __________, Alabama. He also states that he will establish a suitable home program for JIF there in ___________ or ____________."

April 30, 1965: JIF completed the training program.

June, 1965: Released from prison.

September 20, 1965: Report of Followup Counselor: "I found that JIF work with the firm was more than satisfactory according to his employer. He stated that JIF was living with him and his family, and he insisted that I visit their home. It is a model home. I saw JIF's bedroom and a closet full of clothing. Then, ___________ requested that I accompany him to the Fair Ground in Florence, Alabama, where his company had an exhibit. JIF was taking care of the exhibit at the Fair. I talked with him for several minutes. He looked real well, was very courteous, and stated that he was now living in a good home and liked his work real well. He told me that he was receiving room and board plus $30 to $40 per week. His general duties are masonry and carpentry work."

"Personal Findings: Mrs. __________ explained to me that they wanted to assist JIF's family who live in an adjoining county. She stated that she and her husband along with JIF had visited JIF's mother in her home. JIF's mother is receiving welfare assistance, but the living conditions are deplorable, Mrs. ____________explained. She and her husband are going to send some building materials and tools to the home during the Christmas holidays by JIF with the instructions that the home be given some repair. Mrs. ___________ also stated that she and her husband wanted to assist other needy and deserving graduate trainees and specifically requested a visit from the placement officer in the near future."

November 15, 1966: Followup visit by Counselor WS. "On the above date, I contacted ____________, Parole Supervisor, ______________, Alabama and received the following information: JIF is living and working with __________ at Route 2 __________, Alabama. Mr. __________ does general building and contracting work. JIF earns $100 per month plus room and board. Parolee seems to be in good shape."

February 3, 1967: Followup visit by followup Counselor WS., Re: JIF and JEF (See above). "On February 2, 1967, while in ____________, I checked on the JIF and JEF brothers, and the parole supervisor gave me the following information: The brothers are being held in the ___________ County Jail awainting transfer to __________County Jail. Last week they were convicted of burglary (two counts each) and given five years on each count to run concurrently. They also have nine years due to other crimes, including an escape. Probably will be sent to Kilby."

March 22, 1967: (Information and data taken from Recidivism Study Questionnaire of Parole Supervisor) JIF was under his supervision for 17 months. JIF had reported when necessary and when requested although his reports were frequently late. Whenever he voluntarily contacted the supervisor JIF asked for advice and for permission to change in his situation. During this period JIF changed his residence, changed jobs and bought a car.

He attempted to borrow money in order to buy a driver's license. His employer never had any problems or complaints about him, but his appearance, punctuality and regularity on the job could have been improved. Following are the series of events that led JIF back to prison:

His brother,whom he admires highly,was paroled,and these two started missing work. JIF moved into the same house with his brother and they started doing a lot of traveling both night and day. They then attempted to burglarize a store, stole a new automobile, burglarized a car sales place, a school house and a variety store. They wrecked the stolen car while being chased at high speeds by state troopers and were eventually apprehended by police dogs."

March 25, 1967: (Information and data below taken from the RECIDIVIST STUDY QUESTIONNAIRE).

He was accepted by his family.

He did not feel people did not want him back.

He learned bad habits inside prison that were hard to quit: pills, profanity, and gambling.

He did not stay away from "troublemakers" and "trouble places."

He had drinking problems.

He does not feel his being back in prison is a "hummer" (a false charge).

In order, JIF feels that "pills," "going to the wrong places," and "drinking" cause prison releasees and parolees to return to prison.

He did not answer questions clearly pertaining to number of times he has been in prison or jail before, nor if he ever attended church when out of prison.

He answers most questions to his advantage.

JEF, white, male, single, born in ________, Alabama, September 8, 1941. Father is in a state institution for the mentally ill. Mother, three sons, two daughters resided __________, Alabama. JEF completed the 7th grade at ________, Alabama and after dropping out of school worked a short time as clerk in a grocery store. He first got "messed up" at age 17 and was incarcerated at Draper Correctional Center for 44 months, 1958-1960, on counts of burglary in _______and ______ Counties.

January 18, 1964: JEF was convicted of burglary in ________ County, Alabama and sentenced to serve 18 months in Draper Correctional Center.

January 20, 1964: Entered Draper Correctional Center.

January 23, 1964: Had an interview with the Warden of Draper.

January 26, 1964: Was oriented to prison life and given a work assignment.

September 1964: JEF learned about the new Manpower Training Project for which he indicated an interest.

October 19-23, 1964: After interview by the Vocational Counselor he was given a series of tests prior to his selection as a student in the Manpower Training Project. Results of the tests indicated JEF had an I.Q. of 107 and a composite grade level of 9.3.

October 26-30, 1964: He was given a week-long orientation to the Vocational projects.

November 2, 1964: JEF reported to the Bricklaying class which would run for 26 weeks.

November 2, 1964 to April 30, 1965: His instructor said he gets along well with others. "He is a hard worker, and likes to lay bricks."

March 26, 1965: A letter from WB, Placement Officer, to the local supervisor of Pardons and Paroles stated: "As we discussed, I am sending you all the information I have concerning the brothers..JIF and JEF..and their progress in the Bricklaying Course. I have talked with these men's instructor concerning both their abilities as bricklayers and their individual changes for the better in their behavior. He does not know, however, whether it would be best for them to remain together. Knowing these men as you do, I believe you would be in the best position to decide this."

April 30, 1965: The instructor said that JEF would make a good apprentice. He also thought he was "a good parole risk. This man has been locked up long enough."

April 30, 1965: JEF was released from the Manpower Training Program and was transferred to Kilby Prison where he worked in the Kilby Print Shop.

May 10, 1966: Letter from Placement Officer, WB, to Mr. JW at the Print Shop in Kilby Prison. "I feel that JEF has a good chance to make his parole and that we will be able to locate a job for him in the bricklaying trade in the _______ area. JEF and his brother JIF graduated from our Bricklaying Course on April 30, 1965, and were highly recommended by their instructor."

June 8, 1966: A letter from ___________, Placement Officer, to ______ probation and parole supervisor, expressed the hope that he would be able to assist in finding a job for JEF.

"He (JEF) states that he desires to return to the _______ area and I wonder what your thoughts are concerning this since you had previously stated that you had some concern about him and his brother JIF residing in the same community. I must say that from my recent conversations with JEF I feel that he will be successful in his return to the free world and that he will not revert to criminal behavior.

"I am enclosing some of JEF's training records and his instructor's personal evaluation for your information. I hope it might be of some use in obtaining employment for him. If you need any further information, please contact me and I will be glad to supply it."

June 13, 1966: In a letter to WB, HB (parole supervisor) stated he didn't know anything new from the Parole Board, did not know of any suitable plan for JEF at this time, and did not know where his mother lived. In closing he stated, "Against my better judgment, I am going to let you and Mr. N (JEF's instructor) 'put the hat on me,' and will try to see if I can work something out for him."

June 17, 1966: Parole Executive Director, ______, wrote to JEF and said that before a parole can be worked out, he must submit a work program.

July 19, 1966: In a letter to Mr. R, WB stated that JEF has been approved for parole pending a job and home program.

October 18, 1966: HR, State Probation and Parole Supervisor, wrote to JEF informing him that a job had been secured for JEF at HK Lumber Yard in ________.

November 7, 1966: Paroled from Draper Prison after serving approximately 18 months. He was placed in a lumber yard job, non-related to the trade he learned at Draper. He lived with his mother until there was a chance to find other lodging. JEF stayed out less than one month before he and his brother were convicted of additional crimes.

February 3, 1967: Followup counselor, WS, stated, "On February 2, 1967, while in _______, I checked on the brothers, JIF and JEF and Parole Supervisor HR gave the following information, 'The Brothers are being held in _________County Jail awaiting transfer to ___________County Jail.'"

Parole was revoked and they were convicted of burglary on two counts, receiving 5 years on each count, to run concurrently. They have an additional 9 years on their sentences from backups (offenses committed in _____________and ___ _____counties). They were returned to Draper July 1967.